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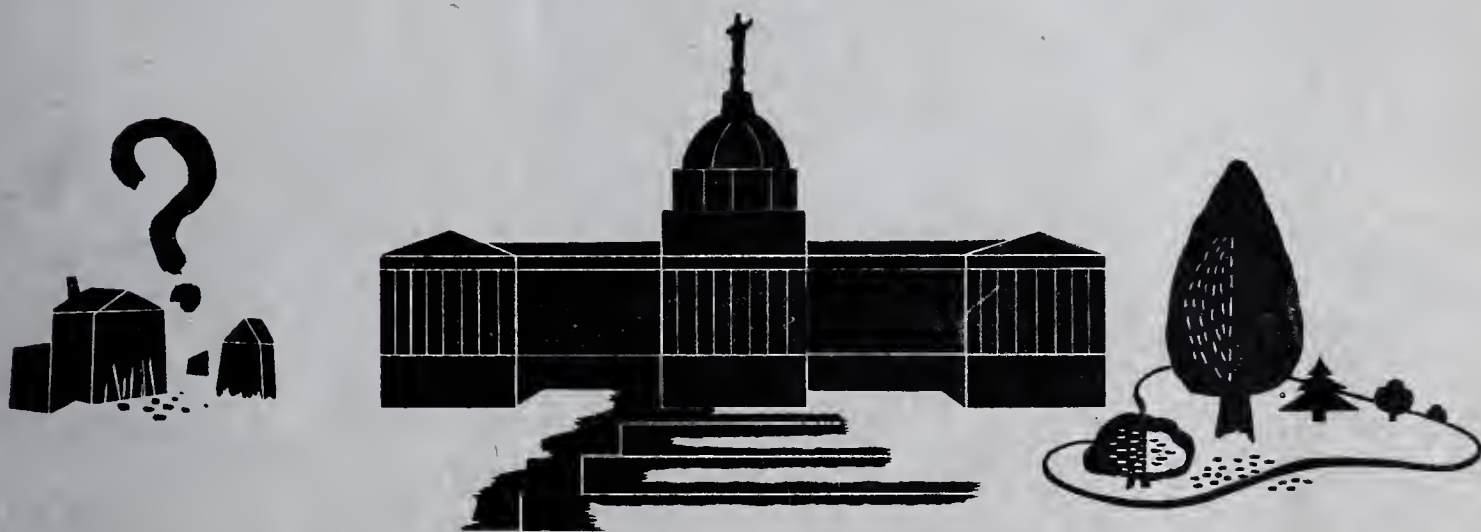


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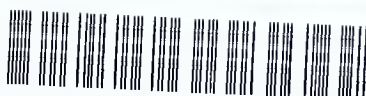
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The Proposed Extension
of the
State Capitol Grounds
at
Harrisburg, Pennsylvania



A REPORT OF THE
CAPITOL GROUNDS EXTENSION COMMITTEE
A SUB-COMMITTEE OF
THE PENNSYLVANIA STATE PLANNING BOARD
DEPARTMENT OF COMMERCE



THE PROPOSED EXTENSION
____ OF THE ____
STATE CAPITOL GROUNDS
____ AT ____
HARRISBURG, PENNSYLVANIA

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DEPARTMENT OF COMMERCE

“It shall be the duty of the State Planning Board to . . . advise with the various State departments and bureaus and with local authorities and individuals with a view to the coordinating of all physical development plans . . . and to prepare . . . a long term development program of all major State improvement projects . . .”

(Excerpt from State Planning Board Law, Act No. 32, July 10, 1936)

An appropriation was made “ . . . to the Department of Property and Supplies for the purpose of paying the expenses of making preliminary surveys . . . in connection with any proposed acquisition of real property . . . ”

(Excerpt from Act No. 42, Extraordinary Session of 1938)

MAY, 1941

STATEMENT OF THE COMMITTEE

Extension of the State Capitol Grounds northward has been widely advocated for many years, but prior to appointment of this Committee, very little had been done about turning words into action.

Any project of this nature requires a considerable amount of spade work. The Committee felt that a sound basis for legislative action would require a thorough assemblage and analysis of all the facts, followed by a plan for action. The accompanying report, based on such a premise, is intended to serve as a guide for acquiring and developing the Extension Area.

Grateful acknowledgment is made of the invaluable assistance of Malcolm H. Dill, Planning Consultant, who was largely responsible for the detailed work in connection with the preparation of this report. The Committee also wishes to express its appreciation of the assistance given by various agencies and individuals who worked with Mr. Dill and with members of the Committee.

CAPITOL GROUNDS EXTENSION PLANNING COMMITTEE

Organized December 12th, 1938 as a sub-committee of the Pennsylvania State Planning Board to study all aspects of the Capitol Grounds Extension project, and to take suitable steps to promote its accomplishment.

DR. J. HORACE McFARLAND	Chairman, Pennsylvania State Art Commission
Chairman	
F. A. PITKIN	Executive Director, Pennsylvania State Planning Board, Department of Commerce
Secretary	
HON. JOHN A. F. HALL	Mayor, City of Harrisburg (Until December 31, 1939)
EDWIN S. HERMAN	President, Harrisburg City Planning Commission
HON. GEORGE KUNKEL	State Senator, District XV, Dauphin County (Until November 30, 1940)
HON. VANCE C. McCORMICK	Chairman, Harrisburg Area Regional Planning Committee
HON. HOWARD E. MILLIKEN	Mayor, City of Harrisburg (Since January 1, 1940)
HON. DAVID P. REESE, JR.	State Representative, District I, Dauphin County
FRANK A. ROBBINS, JR.	Chairman, State Board of Public Assistance
ROGER W. ROWLAND	Secretary, Department of Property and Supplies
THOMAS E. STEPHENSON	Chairman, Harrisburg Housing Authority
HON. M. HARVEY TAYLOR	State Senator, District XV, Dauphin County (Since December 1, 1940)
HON. RAY E. TAYLOR	State Representative, District I, Dauphin County

STUDY COMMITTEE

Dr. McFarland	Mr. Stephenson	Mr. Rowland
Mr. McCormick	Mr. Robbins	Mr. Pitkin
Malcolm H. Dill, Planning Consultant		

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FINDINGS IN BRIEF

1. The Commonwealth has a total investment in the present Capitol grounds, buildings, and furnishings of more than \$36,000,000.
2. Four main reasons urge the proposed extension of the Capitol Grounds:
 - (1) Additional open space is needed north of Capitol Park, to provide an adequate setting for the Capitol and the two northern office buildings, and to permit completion of the main entrance to the North Office Building, including extensive grading.
 - (2) A high percentage of substandard existing buildings in the Extension Area has a depreciating effect on the State's large investment in the Capitol Group.
 - (3) Location of the Capitol Grounds in relation to Harrisburg's business district creates traffic problems that affect both State and City interests. Acquisition of the Extension area would facilitate action for improving traffic and parking conditions.
 - (4) Extension of Capitol Park to Forster Street would provide sufficient land to permit future erection of additional State buildings if and when such might be required.
3. To the original 16 acres of Capitol Park the first extension (1912-1919) added 29.6 acres, of which 19 were purchased, the remainder comprising streets and alleys. The proposed extension of Capitol Park would add 23 acres, of which 15 are in properties to be acquired, and the remainder in streets and alleys.
4. In the proposed Extension Area 176 owners possess 334 properties; 13 per cent of the latter are held by financial institutions. (The first extension included 541 properties.)
5. The Extension Area is characterized by mingling of residential, commercial and industrial uses. Negro occupancy amounts to nearly 50 per cent.
6. A majority of the 295 dwelling units in the Area are in run-down or only fair condition; 27 per cent are obvious fire hazards; 30 per cent have outside toilets.

7. As of December, 1938, monthly residential rentals varied from \$7, to \$534. (The high figure was for a large apartment building.) Median residential rent was \$25.
8. As of March, 1940, the Extension Area accounted for 2.3 per cent of delinquent county and school taxes within the City, while it comprised only 1.4 per cent and 1.5 per cent respectively, of the total assessed valuations.
9. Shortage of dwellings in Harrisburg has caused a higher percentage and quality of occupancy in the Extension Area than the average structure justifies. Easing of the shortage by new construction would tend to depreciate these properties further and faster.
10. City and County 1940 assessed valuations of the Extension Area are \$1,549,694 and \$1,378,820. Based on recent purchases of comparable properties, and considering the present, and probable future of the area, \$2,750,000 is estimated as a likely purchase price for the tract, to which should be added an estimated 2½ per cent, or \$68,750, for expenses of acquisition.
11. Possible methods of financing acquisition of the Extension Area include:
 - (1) Legislative appropriation (preferably for complete purchase at one time; or a planned program of acquisition over a period of years).
 - (2) An agreement by the State to repay the Harrisburg Housing Authority for its intermediary purchase of the Area with funds to be borrowed from the United States Housing Authority.
 - (3) A similar State agreement to repay the Harrisburg Housing Authority for its purchase of the Area through sales of housing bonds.
12. Preliminary legal investigation indicates that existing legislation would permit adoption of any of the foregoing three methods of financing.
13. Although urgently needed to protect the Commonwealth's present and proposed investment, there are no existing restrictions as to the height, area, use, and character of buildings, or use of the land, on street frontage opposite the Capitol Grounds.

RECOMMENDATIONS

Concerning Purchase of the Extension Area, it is recommended:

1. That the 1941 session of the State Assembly take action to provide for acquisition of the Extension Area, and of the additional ground needed at the east approach to Memorial Bridge.
2. That in default of prompt purchase of the whole Area, the State take steps to acquire now-used or usable property in the Extension Area, such as the Oddfellows Building, and the north half of Block 10. (See Fig. 14.)

Concerning Streets in the Extension Area, it is recommended:

3. That North, Briggs, Capital, South, East, Cowden, and Seventh Streets, with intervening alleys, be eliminated.
4. That Commonwealth Avenue and Fisher Plaza be extended northward to Forster Street.
5. That the City of Harrisburg officially recognize as future construction projects, extensions of Commonwealth Avenue northward to Sixth and Boas Streets, and southward to Fourth and Chestnut Streets.
6. That widening of Forster and Third Streets be done as part of the Extension Area development, and of Sixth and Seventh Streets as related municipal projects.
7. That cooperation of the City be sought in improving the profile and gradient of Forster Street at the time of its widening by the State, and in making adjustments in adjacent streets affected by changes in the level of Forster Street.
8. That the entrance and exit drives northward and southward from the proposed Capitol Plaza garage provide for two-way traffic, in order to avoid concentration of all exiting cars at one point, thus involving an excessive number of left turns during peak-traffic hours.
9. That if street revisions cannot all be achieved at one time, the first phase include changes within the North-Briggs strip of blocks; the second phase to include the Briggs-Forster strip.

Concerning Blocks in the Extension Area, it is recommended:

10. That a distinction be recognized between a permanent park belt along the south half of the Area, and a strip of building sites along the north half, and east of Fisher Plaza.

Concerning Demolition of Buildings, it is recommended:

11. That all structures in the Park Belt except the Oddfellows Building, and all *substandard* structures in other portions of the Area, be demolished as soon as possible after acquisition by the State.
12. That whether or not the Harrisburg Housing Authority becomes financially involved in acquisition of the Extension Area, its assistance be sought in connection with the timing of demolition.

Concerning Underground Utility Lines, it is recommended:

13. That undertaking of changes be preceded by careful study of projected grading in connection with redesign of streets and blocks, so as to assure the minimum amount of alteration of utilities, and to avoid subsequent readjustments.

Concerning the Park Belt (See Fig. 19), it is recommended:

14. That it constitute a permanent park setting for the north side of the Brunner Plan group of buildings, now completed.
15. That it be planned as an extension of the informal character exemplified by the present grounds west and south of the Capitol group.
16. That it be planned as a unit by a landscape architect (the latter to be selected from a list furnished or approved by the Pennsylvania Chapter of the American Society of Landscape Architects), careful study being given to the relation between proposed grading of the Park Belt and of adjacent streets and building sites.

Concerning Interim Use of Building Sites A, B, C, and D (See Fig. 19), it is recommended:

17. That during the first interim period (prior to completion of all street alterations), having eliminated undesirable buildings, the State utilize any remaining suitable structures. Probably included would be the Oddfellows Building and the structures in the north half of Block 10. (See Fig. 14.)

18. That any other remaining structures be rented by the Commonwealth as lessor until their sites are needed for permanent State buildings. Probably included would be 43 dwellings in Blocks 3, 4, and 5, and the filling station, garage court, and cinder block building in the south half of Block 10.
19. That the State and City cooperate in selecting one or more areas for interim use as public playgrounds.
20. That space not otherwise needed be made suitably available for car parking, preferably with a moderate rental charge.

Concerning the Parking Problem, it is recommended:

21. That a comprehensive study be made of parking in relation to the Capitol Grounds, existing and proposed, and to city motor traffic and public transit, so as to determine the best permanent solution from the standpoint of all concerned.

Concerning Provision for Improvement of the Extension Area, it is recommended:

22. That in respect to such suitable activities as demolition of buildings, revision of streets, alteration of utility lines, and development of the Park Belt, future opportunities for alleviating unemployment and achieving economies through use of relief labor be investigated and planned for during the period of acquisition, so as to avoid subsequent delays in starting work.

Concerning Protective Regulations and Covenants for the Environs of Capitol Park, it is recommended:

23. That the City of Harrisburg have a zoning ordinance prepared as soon as possible.
24. That the City pass an ordinance requiring owners of frontage facing Capitol Park to submit proposed uses and structures for approval of the State Art Commission.
25. That the State seek passage of an Act covering the same item.
26. That efforts be made to organize a Capitol Park Association, formed of all, or as many as possible, of the owners of present or prospective frontage on Capitol Park and its Extension, for the purpose of promoting the optimum development of that frontage, and to confer with the State Art Commission toward that end.



Fig. 1. The first extension area, east of the Capitol, looked like this in 1910.



Fig. 2. The same area thirty years later. All buildings proposed by the Brunner Plan have been completed.

THE PROPOSED EXTENSION OF THE STATE CAPITOL GROUNDS AT HARRISBURG, PENNSYLVANIA

I. INTRODUCTION

The original Capitol Park, comprising an area of 16 acres, was acquired at intervals prior to 1873. A four-acre tract donated by John Harris, the younger, founder of Harrisburg, formed the nucleus of the site. Ten acres were added by purchase from William Maclay, Harris' son-in-law, and one of Pennsylvania's first two United States Senators. A connecting strip, including several properties, rounded out the site. Cost of all acreage purchased was \$36,430, or \$3,028 per acre.

With completion of the present Capitol building in 1906, following the burning of the original structure in 1897, it became evident that construction of any additional buildings in Capitol Park would detract seriously from the dignity of the Capitol and its setting. By 1911 the need for more office space had become pressing. The first step in an expansion program was taken when, by Act of Assembly, approved June 16, 1911, Governor Tener appointed three citizens as members of the Capitol Park Extension Commission.

“ . . . to acquire title in the Commonwealth to all the land . . . within the following boundaries, namely, on the west, by the present eastern line of Capitol Park; on the north, by the southern line of North Street; on the east by the western line of the right-of-way of the Pennsylvania Railroad Company, and on the south, by the northern line of Walnut Street.”

This tract, including streets and alleys, comprised 29.59 acres. The net area purchased con-

tained 19.05 acres,* including 538 separate buildings, and 3 vacant lots. Acquisition extended from February, 1912, to March, 1919. Cost of all properties acquired was \$2,276,070. Buildings on the site, except for a few that were used temporarily for State offices, were demolished following acquisition.

In 1916 Arnold W. Brunner, Architect, was employed to devise a plan of development for the new Capitol Park. Warren H. Manning was retained as Consulting Landscape Architect. The comprehensive scheme, since known as the “Brunner Plan,” was the result of their joint efforts.

The first structure to be erected in accordance with the Brunner Plan was the South Office Building, completed in 1920. Space therein being inadequate for all needs, three smaller “Temporary Buildings” (still in current use after twenty years) were erected to the north of it, and east of the Capitol. Two more “Temporary Buildings” followed in 1925 and 1929. In the latter year the North Office Building was completed. The Education and Finance Buildings, occupied respectively in 1931 and 1939, filled in the last two spaces allotted for structures in the Capitol Park plan. Memorial Bridge, authorized in 1919, and essentially completed in 1930, centers on the east-west axis of the Capitol group, forming the eastern approach to Capitol Park from “The Hill” section of the City. The State's total investment in the Capitol area, including grounds, structures, and furnishings, amounts to more than \$36,000,000 as shown by Table A.

* In 1928, .41 acre was sold to the Pennsylvania Railroad in connection with track relocation necessitated by construction of the State Memorial Bridge.

TABLE A—INVESTMENT OF THE STATE IN THE PRESENT CAPITOL PARK AREA

		Cost
LAND		
Original 16-acre site, including gift of 4 acres		\$ 36,430
Extension of 1912-19 (29.59 acres)		2,276,070
	Total	\$2,312,500
Less .41 acre sold to Pennsylvania Railroad in 1928		45,100
		\$2,267,400
Net total cost of present site		\$2,267,400
		Cost
		Completed
BUILDINGS		
Museum Building	1894	\$ 500,000
Capitol Building	1906	10,073,000
South Office Building	1920	3,250,000
North Office Building	1929	3,000,000
Education Building	1931	5,500,000
Finance Building	1939	5,200,000
		\$27,523,000
Total cost of buildings		\$27,523,000
MEMORIAL BRIDGE—(Constructed 1919-30; not entirely completed		4,000,000
FURNISHINGS		2,500,000
Grand Total		\$36,290,400

Mr. Brunner and his associates felt that additional land should be acquired beyond North Street, but because of the cost involved in its purchase, this extension was not pressed. North Street thus became the northern boundary of the tract, with the expectation that it would be lowered and regraded. As evidence that such action was anticipated, grading and the main entrance approach on the north side of the North Office Building have remained uncompleted for the past eleven years. (See Fig. 9.) North Street has not been lowered, on the one hand, because of the cost that would be involved in street reconstruction, in relocation of utilities, and in payment for heavy damages to adjacent private properties; and on the other hand, because of the weight of feeling that Capitol Park should eventually be extended northward, in which case North Street and these private holdings would be eliminated.

Generally speaking, properties in the northward vicinity of Capitol Park have shown a tendency in recent years to deteriorate rather than to undergo improvement, but a recent considerable change in use of property at the corner of Third and North Streets serves as a reminder that at any time extensive development might occur which would add greatly to the cost of acquisition of land for extension of the Capitol Grounds.

The time therefore seems ripe for a thorough analysis of all factors involved in a second extension of Capitol Park. The purpose of this report will be to review the project,—presenting all pertinent facts, making estimates of costs, where practicable, and recommending procedures,—as a basis for timely action by the elected and appointed representatives of the people of the Commonwealth of Pennsylvania.

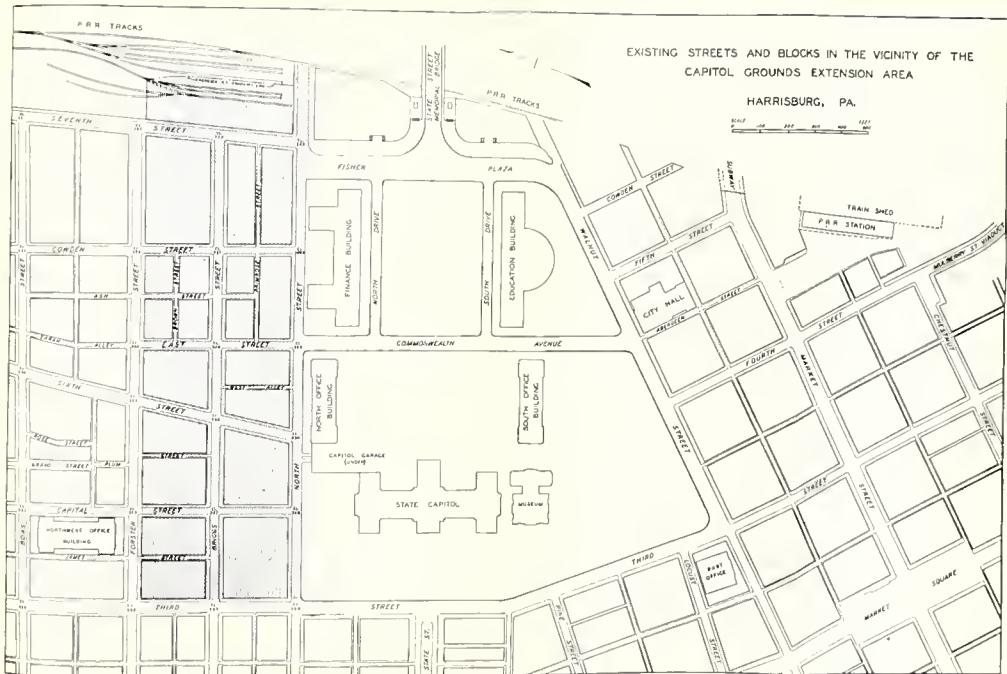


Fig. 3 The shaded portion indicates the proposed Extension Area.

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II. SCOPE AND PURPOSES OF THE PROPOSED EXTENSION AREA

The area included in the proposed enlargement of the Capitol Grounds extends from and including North Street to the south side of Forster Street, and from the east line of Third Street to the Pennsylvania Railroad right-of-way east of Seventh Street.

The gross area of this tract is 23.0 acres,—6.6 acres less than were contained in the first extension. Streets and alleys include 7.84 acres; service access ways total .22 of an acre; the net area to be purchased comprises 14.94 acres. Properties involved total 334,* as compared with 541 in the first extension project.

Several factors appear to justify the Extension Project:

- (1) ADDITIONAL OPEN SPACE IS NEEDED NORTH OF THE CAPITOL, THE FINANCE BUILDING AND THE NORTH OFFICE BUILDING.

The Park extends more than 600 feet southward from the Capitol Building to Walnut Street, but only 170 feet to the north. Both the North Office Building and the Finance Building are set within a few feet of the south line of North Street. The present sidewalk runs alongside the facade of the Finance Building, and a double ramp which gives access to the northeast wing takes up part of the sidewalk width.

* This figure includes one residential property on Sixth Street obtained by the Commonwealth through a bequest, the legality of which has been upheld.

When the North Office Building was erected the supposition was that either Capitol Park would be extended northward, or the hump in the profile of North Street at that point would be cut down. Accordingly the finished grade at the building line is 10 feet or so below the present street level. Since 1929 a makeshift wooden platform has given access to the main entrance to this building. (Fig. 9.) Steep ramps connect North Street with the sub-terrace garage between the North Office Building and the Capitol.

Extension of the grounds northward, with suitable grading and planting, would provide an adequate, balanced setting for the front of the Capitol. It would also supply a much needed foreground for both the Finance and North Office Buildings in the latter case permitting unfinished grading and approaches to be properly completed.

- (2) A HIGH PERCENTAGE OF RUN-DOWN AND SUBSTANDARD BUILDINGS IN THE EXTENSION AREA HAS A DEPRECIATING EFFECT ON THE STATE'S INVESTMENT OF \$36,000,000 IN CAPITOL PARK.

In the blocks directly across from the new \$5,200,000 Finance Building there are more than 50 structures that constitute obvious fire hazards. (See Fig. 16, page 19.) With some of these as near as 70 feet to the Finance Building, an extensive conflagration might seriously damage that structure, both outside and inside.

At least in the eastern half of the proposed Extension Area, properties have deteriorated to such



Fig. 4. The white line indicates the scope of the proposed Extension Area.



Fig. 5. The Capitol's ample altitude above Third Street helps to compensate for the comparatively narrow width of the intervening park strip.

an extent that there is no incentive for individual owners to take advantage of the proximity of Capitol Park by renovating existing structures or erecting new ones. The City's average assessed valuation of the 23 dwellings which front on North Street between East and Seventh Streets is \$1,878, including land and buildings. Of these dwellings 15 are assessed at \$850 or less; only four exceed \$1,000. One, located on a \$1,000 lot, is valued at \$200! Such is the present outlook from the main entrance at the north front of the Finance Building. (Fig. 11.)

Fortunately the north side of Forster Street is generally characterized by a better type of structure than those between North and Forster Streets, particularly in the section between East and Seventh Streets. Forster Street would therefore form a more satisfactory permanent boundary for the Capitol Grounds than North Street does now. Furthermore, with Capitol Park extended north two blocks there would be sufficient width so that

even after considerable widening of Forster Street on the south side there would be ample room for any possible future State buildings to be set back from the street far enough to eliminate fire risk from external sources, and to assure provision of satisfactory foreground on the Forster Street side.

(3) THE LOCATION OF THE CAPITOL GROUNDS IN RELATION TO HARRISBURG'S BUSINESS DISTRICT CREATES TRAFFIC PROBLEMS THAT AFFECT BOTH STATE AND CITY INTERESTS.

Steps toward betterment of traffic conditions in the immediate vicinity of Capitol Park have included both marginal and interior street improvements. The former consisted of widening Third and Walnut Streets to 48 and 52-foot pavements respectively. Within the boundaries of Capitol

Park have been located Commonwealth Avenue and Fisher Plaza,* with 52 and 80-foot roadways, and the one-way North and South Drives, each 36 feet wide. Construction of these new trafficways was in accordance with the Act of Assembly** which created the Capitol Park Extension Commission, and which specified

“that the said Commission shall lay out not less than two streets or public highways, running northwardly and southwardly through the said district, and one eastwardly and westwardly . . .”

Construction of Memorial Bridge on the line of State Street has provided an exceptionally fine eastern approach to the Capitol Grounds as well as to the business district of Harrisburg.

To the north of Capitol Park lies the unimproved portion of the street pattern. North Street, which forms the marginal thoroughfare, has only a 33-foot pavement. That it is highly inadequate to cope with traffic demands is demonstrated daily during the rush hour.

Into it from the south feeds Fisher Plaza, the northward outlet of State Street and Memorial Bridge. This street is dead-ended at North Street, and so traffic must turn westward thereon or make a sharp reverse turn into narrow Seventh Street. (Fig. 12.) Also from the south comes Commonwealth Avenue, which likewise dead-ends in effect, inasmuch as its 52-foot roadway bottlenecks into the 22-foot width of East Street. (Fig. 13.)

All streets from the north between Third Street and the Railroad stop at North Street, if we except the previously-mentioned East Street, and the short jog at Seventh Street. Sixth Street, like Seventh, carries a large volume of traffic, which must turn right or left onto North Street.

As already noted, the entrance and exit to the Capitol-terrace garage, which stores some 70 cars,

* The not very generally known name of the broad north and south street at the west end of Memorial Bridge.

** June 16, 1911 (Penna. Laws, Page 1027).

now involve steep ramps to and from North Street. During the late afternoon rush period, egress up to the street is difficult and dangerous for the numerous users of the garage.

Acquisition of the land as far as Forster Street would provide sufficient width to permit its being widened as an ample marginal thoroughfare; would permit satisfactory connections between Fisher Plaza and Seventh Street, and between Commonwealth Avenue and Sixth Street, and would facilitate safe and convenient issue of traffic from the Capitol garage.

It may be justifiably remarked that it is not up to the State to solve Harrisburg's traffic problems. In the instances mentioned above, however, interests of the State are clearly involved. Also, there are two good reasons why the State should cooperate with the City in working out improvements in traffic conditions in the vicinity of the Capitol Grounds. One is that occupancy by the latter of half the width of lower Harrisburg's restricted site—between river and railroad—adds greatly to the City's traffic difficulties. The second reason is that at the present time close to a thousand cars of State employees are parked daily in or near Capitol Park. Practically simultaneous mingling of this large group of vehicles with the City's traffic flow during rush hours is by far the largest single factor in what has become a complicated and difficult problem.

For the above reasons it seems logical to consider localized improvement of traffic conditions as one of the purposes for extending the Capitol Grounds.

(4) EXTENSION OF CAPITOL PARK TO FORSTER STREET WOULD PROVIDE SUFFICIENT LAND TO PERMIT ERECTION OF ADDITIONAL STATE BUILDINGS IF SUCH SHOULD BE REQUIRED IN THE FUTURE.

At the time of the first extension of Capitol Park it appeared that sufficient ground had been acquired to satisfy prospective needs for State building sites. Yet the large new Northwest Office Building at Capital and Forster Streets which houses the Liquor Control Board, has already been located outside of Capitol Park.

Contrasting with the recent period of building construction in and near the Capitol grounds, to house State departments, present administrative policy aims at the most effective use of present structures, and reduction of rented space to the minimum. It is difficult to foresee whether or not additional sites for State buildings may be required at some future time, but it seems wise not to limit the current Extension project to the very minimum

of ground needed as a park setting for the present building group. Purchase of land to Forster Street would not only provide an adequate area for protection of the State's large investment in Capitol Park, but also permit any possible future structures to be grouped in convenient close relationship to each other, and to buildings of the present Capitol Group, without encroaching on needed open space.



Fig. 6. A meat-packing plant forms the end of the vista along Primrose Street.

III. PRESENT STATUS OF THE PROPOSED EXTENSION AREA

A brief inventory of present conditions in the area proposed for extension of the Capitol grounds will give a more complete understanding of several factors involved in its acquisition. Pertinent aspects include ownership, uses and physical condition of properties, and economic and social conditions.

(1) SUMMARY OF PROPERTY OWNERSHIP (March, 1940)

Separate groups of data were obtained at several different times, ranging from July, 1938 to March, 1940. Though some minor modifications have occurred since 1938, and one considerable change in use,—in the Third and North Street block,—all the data are still essentially valid. The date following each subheading indicates when the information was obtained.

Table B following shows that 43 properties, or 13 *per cent* of the 334 involved, have been taken over by banks, trust companies, or building and loan associations. These holdings are distributed throughout 11 of the 20 blocks in the Area, with more than half of Block 12 (bounded by Briggs, Seventh, Primrose, and Cowden Streets), so owned.

For all of Harrisburg, according to the City Assessor's Office, the percentage of properties held by financial institution is only 5.3 *per cent* of all properties in the City.*

Of the 5 properties acquired for taxes, and now held by the City, 4 are in Block 7, on Forster and Brown Streets, and 1 is in Block 9, also on Brown Street. Two others on Sixth Street have recently been redeemed by former owners. The property at 707 Sixth Street was recently willed to the State.

Of the 10 properties owned by religious organizations only three are places of worship. Although the latter are not subject to condemnation by Pennsylvania *municipalities*, according to the Legislative Reference Bureau neither the Constitution of the Commonwealth nor any legislative act limits the rights of the *State* in respect to its acquisition of such properties.

* Total number of properties listed is 24,624, including 477 taken over for taxes by the City, and 326 additional untaxable properties. Of this total, financial institutions own not less than 1300.



Fig. 7. Additional open space is needed north of the Capitol.



Fig. 8. The present informal park south of the Capitol Group is of adequate proportions.

(2) SUMMARY OF PROPERTY USES (March, 1940)

The Map of Present Use and Development (Fig. 14) shows the location of buildings in accordance with the following classifications: Residential, Subsidiary Residential (generally private garages), Residential and Commercial, Commercial, Public and Semi-public, and Vacant Ground.

The whole area is characterized by intermixture of types of use. Only Block 10 and 11 are entirely commercial, and only Block 15, which is really only a quarter-block, is wholly residential. All of the others include one or more business or other non-residential occupancies intermingled with residences—a condition characteristic of unzoned com-

munities, and an important factor in causing blight of real property values.

Classification of occupancies within the Area may be further simplified, as follows: RESIDENCE ONLY (dwellings with or without rental of rooms; apartments), 266, or 80 per cent: RESIDENCE COMBINED WITH BUSINESS (usually business on first floor, with residence above), 29, or 9 per cent; BUSINESS AND OTHER NON-RESIDENTIAL USES (churches, schools, filling stations, warehouses, etc.), 38, or 11 per cent. Total or partial residential use thus includes 295 properties, or 88 per cent of the total. Negro occupancy occurs in slightly less than 50 per cent of the residential properties.

TABLE B—SUMMARY OF PROPERTY OWNERSHIP IN THE CAPITOL GROUNDS EXTENSION AREA

<i>Classification</i>	<i>Number of Owners</i>	<i>Number of Properties</i>
Individual Owners or Partnerships	155	257
Banks, Trust Companies, Building and Loan Associations	8	43
City of Harrisburg	1	5
Harrisburg School District	1	3
Commonwealth of Pennsylvania	1	1
Religious Organizations	4	10
Secular Organizations Lodges, etc.	4	11
Large Corporations	3	5
Total	176	334



Fig. 9. The ungraded hump at Sixth and North Streets still persists, eleven years after completion of the North Office Building, to the main entrance of which a plank bridge serves as the approach.

(3) SUMMARY OF PHYSICAL DEFICIENCIES OF PROPERTIES (July, 1938).

Conditions noted in Fig. 15 are as of July, 1938, but 17 dwellings (16 in Block 20, 1 in Block 7, all substandard), removed since that date, have been excluded from the figures which follow.

Of the 295 structures used for residence, 119 were in run-down condition, and 52 were in only fair shape; 106 had poor light and air, while 68 were only fair in that respect; 81 constituted serious fire hazards, and 39 were moderate menaces; 88 had outdoor toilets, but none inside; 33 had running water outside but not inside; and 3 had no running water inside or out.

There has been no appreciable correction of deficiencies since the survey. Worst conditions are found in the 8th ward blocks east of Sixth Street, but there is not a residential block in the Area in which at least one type of substandard factor is not present to a marked degree.

(4) SUMMARY OF ECONOMIC CONDITIONS (*Rentals—December, 1938: Tax Delinquencies—March, 1940*)

In December, 1938, the area in question was covered by the Harrisburg Real Property Inventory. Residential rentals were among the data obtained. Figures given in TABLE C are based either on the actual rent reported as paid by the tenant or lessee, or in the case of owner occupancy, the amount which he gave as the probable figure that the property would bring if rented. In a number of cases, the occupant (renter or owner) derives considerable additional income from rental of rooms or apartments. Where first floors are used

for business, only residential portions are included in rental figures.

In Table C, North Street is separated into two parts, because rentals westward from East Street are very much higher than they are eastward. No such variation is found on either of the other long streets—Briggs or Forster.

Due to Harrisburg's policy of selling properties for overdue taxes there is no delinquency of City taxes in the Area. However, the seven dwellings taken over by the City, as previously noted, are a reflection of formerly-unpaid City taxes.

School taxes are based on the City's rather than the County's assessed valuation, but delinquent School and County taxes in conformity with State law, are recorded together in the County Treasurer's office. In a few instances both these tax groups go at least as far back as 1931. For that year six properties within the Extension Area owe a modest total of \$31.68 to the County, and three of the same ones owe \$39.84 in School taxes. Most of the debts are being paid in small installments. For 1932, twenty properties owe the County \$133.65, and the School District \$317.15.* For the years following 1932 the amounts increase annually.

Table D indicates that the percentage of 1938 overdue taxes, both County and School, in the Extension Area, is somewhat higher than the Area's proportionate share of the total assessed valuation of Harrisburg's real property. It can hardly be said, however, that tax delinquency of Extension Area properties is excessive in comparison with that for the whole City.

* All 1931 and 1932 Extension Area delinquencies were offered at tax sale in May, 1940. With very few offers made, most properties fell, with existing encumbrances, into conditional possession of the County Commissioners and the School Board.



Fig. 10. There is barely room for a narrow sidewalk between the Finance Building and North Street traffic.



Fig. 11. Incongruous neighbors. This is the main entrance approach to the \$5,200,000 Finance Building.

TABLE C—MONTHLY RESIDENTIAL RENTALS IN THE CAPITOL GROUNDS EXTENSION AREA

<i>Street Name</i>	<i>Number of Properties</i>	<i>Lowest Rent</i>	<i>Highest Rent</i>	<i>Median Rent</i>	<i>Remarks</i>
BRIGGS	65	\$11	\$136.50	\$30	Only 2 properties over \$65
BROWN	16	7	17	12	
CAPITAL	22	10	98	42.50	
COWDEN	18	12	40	17	Only 2 properties over \$25
EAST	19	12	75	20	Only 1 property over \$25
FORSTER	24	10	40	25	
JAMES	15	14	22	20	
NORTH (Third to East)	13	35	534	60	Only 2 properties over \$85
NORTH (East to Seventh)	23	10	40	17	
PRIMROSE	17	10	18	12	
SEVENTH	2	18.50	18.50	18.50	
SIXTH	47	22.50	205	60	Only 4 properties over \$100; only 1 under \$40.
THIRD	12	35	130	50	Only 2 properties over \$65
WEST ALLEY	2	25	25	25	

The above figures include several apartments, and boarding-houses containing multi-family units.

TABLE D—DELINQUENT COUNTY AND SCHOOL TAXES FOR 1938 (as of March, 1940); ASSESSED VALUATIONS, 1940, FOR COMPARISON

	<i>County</i>	<i>School</i>
Extension Area properties—1938 delinquent taxes	\$365	\$1,062
Total Harrisburg properties—1938 delinquent taxes	15,874	45,679
Extension Area's percentage of Harrisburg's Total—1938 delinquency	2.3%	2.3%
Extension Area: assessed valuation of <i>taxed</i> properties—1940	\$ 1,186,370	\$ 1,345,860
Total Harrisburg assessed valuation of <i>taxed</i> properties—1940	80,075,180	92,155,495
Extension Area's percentage of Harrisburg's Total assessed valuation of <i>taxed</i> properties	1.4%	1.5%



Fig. 12. The present offset intersection of Fisher Plaza, Seventh and North Streets, forms a traffic hazard.



Fig. 13. Narrowness of East Street (upper center) creates a traffic dead-end where broad Commonwealth Avenue meets North Street.

(5) SUMMARY OF SOCIAL CONDITIONS

Juvenile delinquency is not a serious problem in the Extension Area. Not more than five or six cases have occurred during the past two or three years. It is obvious, however, that physical conditions of properties such as have been previously noted are not conducive to desirable social and health conditions.

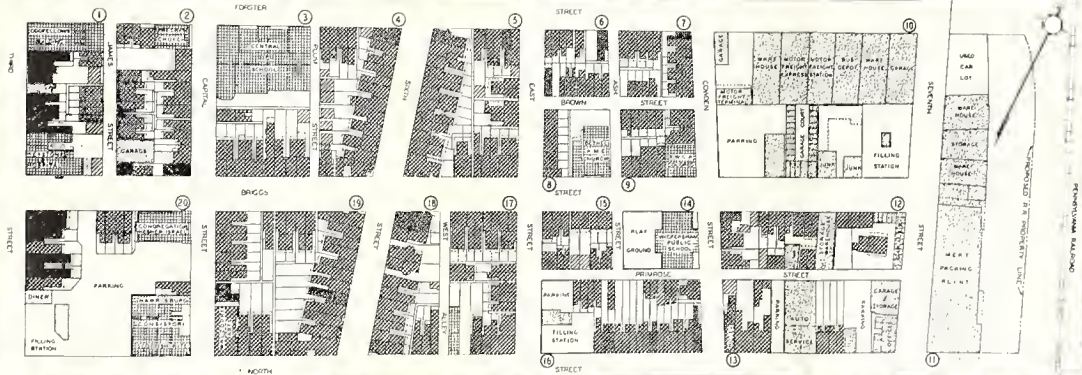
In many instances the character of present occupants of dwellings is superior to their environment because of the housing shortage in Harrisburg and vicinity. The recent Real Property Inventory showed that the City proper has a surplus of dwelling units only 2 per cent above actual requirements, as compared with a generally ac-

cepted normal *minimum* of 5 per cent. Of the 2 per cent, one-third were found to be substandard. Suburbs show an even narrower margin of surplus.

Such a shortage leads to overcrowding, and to forced acceptance of housing conditions that would not be tolerated where a reasonable margin of choice existed. If continued building of new dwellings should occur in Harrisburg and its suburban territory, so that a satisfactory surplus is created, the Extension Area will be one of the sections in which vacancies will tend to increase (unless renovation should keep pace with the increasing supply of dwelling units), thus further depreciating the less desirable properties in the section. Such depreciation would affect unfavorably the whole neighborhood, including Capitol Park.

STUDY FOR PROPOSED EXTENSION OF CAPITOL PARK

PENNSYLVANIA STATE PLANNING BOARD



PRESENT CAPITOL PARK

NORTH OFFICE BUILDING

FINANCE

BUILDING

JULY 1938 — REVISED JULY 1940

SOURCE OF DATA:

BASE ENLARGED FROM HARRISBURG PLANNING COMMISSION MAP, SCALE 1"=600'. BUILDING DATA FROM HARRISBURG ASSESSOR'S MAP. USE OF BUILDINGS FROM PENNA. STATE PLANNING BOARD SURVEY.

LEGEND

RESIDENTIAL

SUBSIDIARY RESIDENTIAL

RESIDENTIAL & COMMERCIAL

BLOCK NUMBERS REFER TO NUMBERS IN REPORT

COMMERCIAL

PUBLIC & SEMI-PUBLIC

VACANT GROUND.

[illegible]

PRESENT USE & DEVELOPMENT



Fig

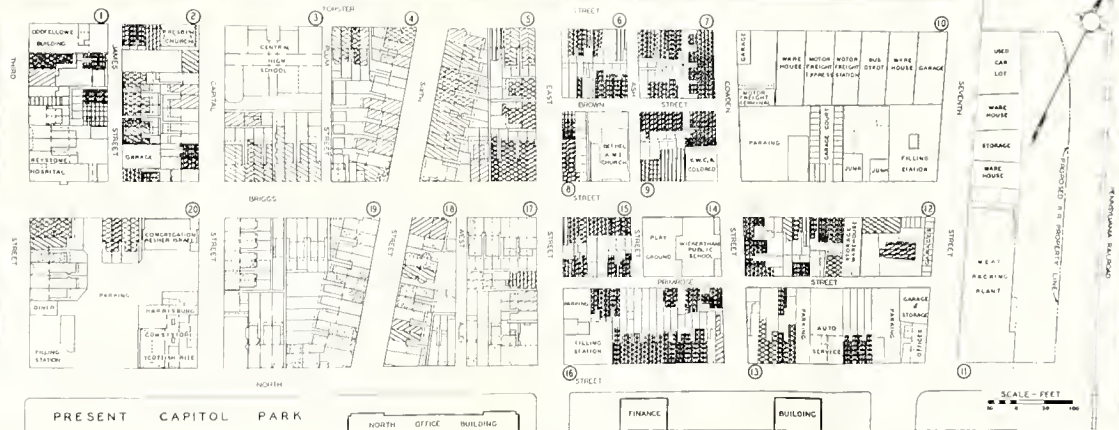
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STUDY FOR PROPOSED EXTENSION OF CAPITOL PARK

PENNSYLVANIA STATE PLANNING BOARD







JULY 1930 — REVISED JULY 1940

SOURCE OF DATA

BASE ENLARGED FROM HARRISBURG PLANNING
COMMISSION MAP. SCALE 1"=600'. BUILDING DATA
FROM HARRISBURG ASSESSOR'S MAP AND PENNA
STATE PLANNING BOARD SURVEY

RUN-DOWN CONDITION
POOR LIGHT AND AIR
FIRE HAZARD
NO INSIDE TOILET

LEGEND

	INADEQUATE TOILET FACILITIES
	FAIR CONDITION
	FAIR LIGHT AND AIR
	BLOCK NUMBERS

CONDITION & OCCUPANCY

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IV. COST FACTORS IN ACQUISITION OF PROPERTIES IN THE EXTENSION AREA

Having considered reasons for purchase of the Extension Area, and its present status the next question concerns the probable cost of its acquisition.

Naturally only the actual process of purchasing can determine with complete accuracy what the cost will be, but consideration of pertinent data should make possible a reasonably close estimate. No single basis is sufficiently valid to stand alone, but several bases will furnish valuable indications of a likely figure.

Table E shows by blocks and totals both City and County assessed valuations of properties in the Extension Area. The City's total is approximately \$1,549,694;* the County's, \$1,378,820. In the former instance, land values compose 42 per cent, and improvements, 58 per cent. County taxes do not separate these two items.

In the City's tax base, residential assessments are supposed to be 50 per cent of the true value. All other properties, including vacant lots, and

mixed residential and commercial places, are presumably assessed at 66 2-3 per cent of true value. (An exception has been made in Table D as regards "Estimated True Values" by including church properties at twice, rather than two-thirds of their assessed valuations) On the above basis, the total estimated true value of the City's tax base would be \$2,742,880.

For the County's tax base, all assessments are supposed to represent from 50 to 55 per cent of true value. On this basis, the "true valuation" of the Extension Area would be between \$2,506,945 and \$2,757,640.

* This amount does not include a figure not yet available for improvements installed on the new parking lot at Third and North Streets. The old High School property (tax exempt), in accordance with the suggestion of the City Assessor's Office, is included here at \$40,000 instead of the present book figures of \$118,140 (City) and \$150,000 (County). A strip of local tax exempt Pennsylvania Railroad property east of Seventh Street is prorated as part of the company's tentative valuation of \$80,000 on its property proposed for acquisition.

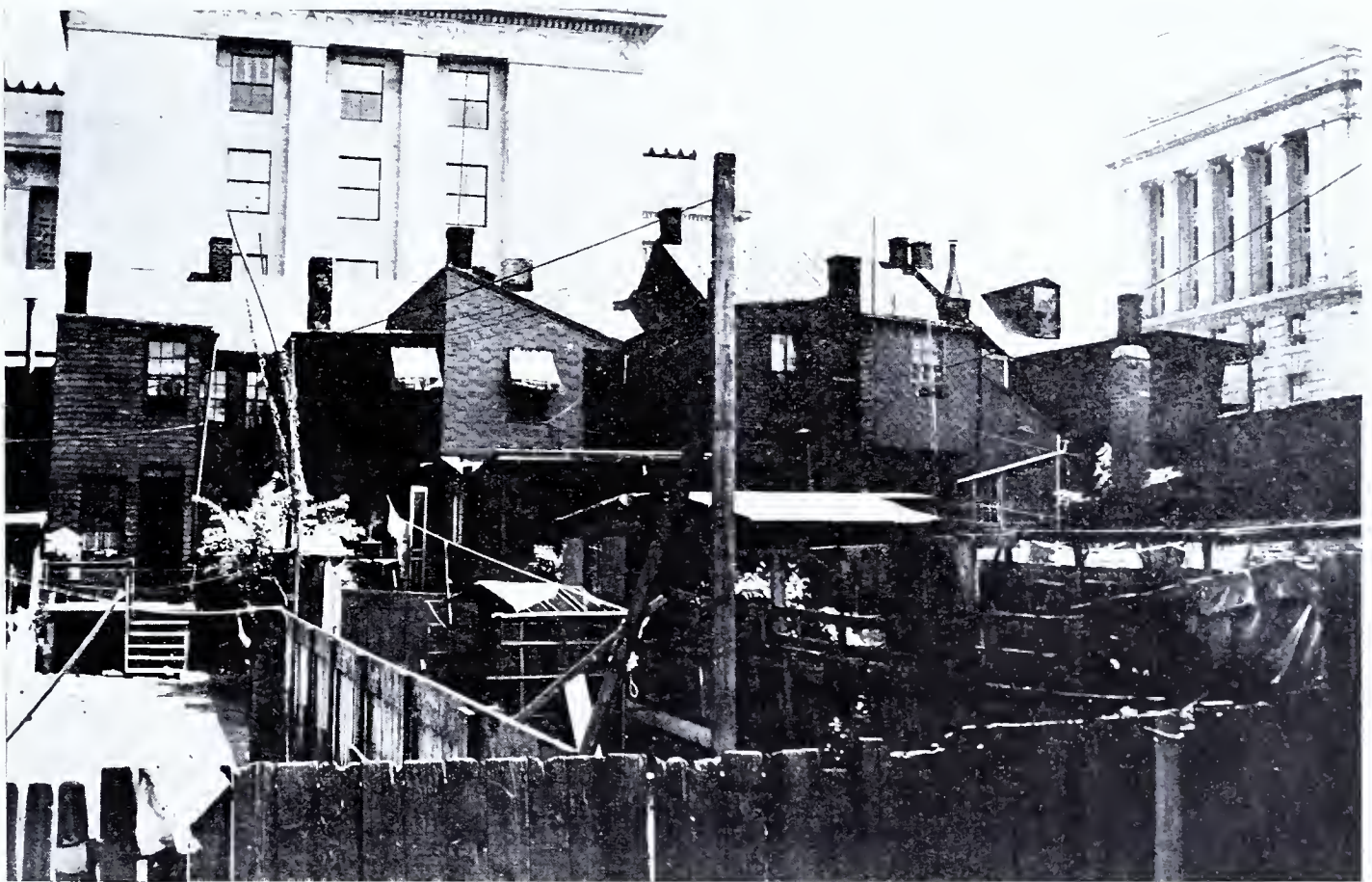


Fig. 16. Fire hazards directly opposite the Finance Building.

TABLE E—CITY AND COUNTY ASSESSED VALUATIONS IN THE EXTENSION AREA BY BLOCKS (1940)

Block	Boundary Streets	CITY			Est. True Value	COUNTY	
		ASSESSED VALUATION				Assessed Valuation Total	Est. True Value
		Land	Buildings	Total			
1	Forster—James Briggs—Third . . .	\$50,300	\$77,200	\$ 127,500	\$193,430	\$120,500	
2	Forster—Capital Briggs—James . . .	23,970	66,450	90,420	175,005	90,200	
3	Forster—Plum Briggs—Capital . .	37,640	48,060	85,700	151,400	88,000	
4	Forster—Sixth Briggs—Plum	34,040	48,650	82,690	161,180	93,100	
5	Forster—East Briggs—Sixth	39,090	78,850	114,940	225,595	99,650	
							(See total)
6	Forster—Ash Brown—East	8,660	9,450	18,110	33,180	16,445	
7	Forster—Cowden Brown—Ash	8,230	13,300	21,530	41,650	18,185	
8	Brown—Ash Briggs—East	8,490	33,800	42,290	84,630	38,520	
9	Brown—Cowden Briggs—Ash	10,230	19,500	29,730	52,710	24,925	
10	Forster—Seventh Briggs—Cowden . .	42,800	35,600	78,400	117,600	57,675	
11	Seventh (East Side)	59,834	58,500	118,334	177,500	81,475	
12	Briggs—Seventh Primrose—Cowden .	19,760	26,650	46,410	87,670	37,400	
13	Primrose—Seventh North—Cowden . . .	24,140	39,300	63,440	103,235	47,920	
14	Briggs—Cowden Primrose—Ash	8,200	25,000	33,200	49,800	25,000	
15	Briggs—Ash Primrose—East . . .	8,420	7,100	15,520	31,040	13,715	
16	Primrose—Cowden North—East	31,080	21,250	52,330	91,760	40,450	
							(See total)
17	Briggs—East North—West Alley	22,050	45,700	67,750	127,760	57,400	
18	Briggs—West Alley North—Sixth	32,040	55,000	87,040	162,430	68,860	
19	Briggs—Sixth North—Capital . . .	68,460	121,500	189,960	353,990	194,900	
20	Briggs—Capital North—Third	111,800	72,600	184,400	321,315	164,500	
	Totals	\$649,234	\$900,460	\$1,549,694	\$2,742,880	\$1,378,820	\$2,757,640 (high at 50%) or (\$2,506,945 low at 55%)*

* See text, preceding page.



Fig. 17. Wickersham School Playground will be lost in creation of the Park Belt. It should be temporarily replaced by use of one of the new Building Sites.

Assessed valuations and adjusted percentages thereof cannot, however, be accepted as infallible evidence of probable costs. There has been no general revision of City assessments since 1918. County figures are based on personal opinions of local ward and precinct officials, who may vary considerably in their standards of judgment.

Another partial clue may be found in comparison of assessed valuation, appraisal, and final cost of the first extension of Capitol Park. The City's assessment figure was \$908,014, and the appraisal approximately \$1,738,300,* which is 191 per cent of the assessed valuation. Actual cost was \$2,276,070 or about 250 per cent of the City's assessment. In considering these facts in relation to the proposed Extension Area, it is necessary to remember that ideas of real estate values have changed considerably since the period of 1912-1919. Then

* Appraisal figures are not available on all properties. Records disclose, however, that the appraisals on all but twelve tracts (which cost \$35,300) amounted to \$1,703,000. The total given above is the sum of the two figures quoted in this footnote.

it was generally assumed that an indefinitely-expanding population would continue to require expansion of business districts, so that deteriorated residential areas along the edges of the main shopping section (such as the first extension area) were regarded as potential commercial property, and values scaled accordingly. Today, with the imminent prospect of a stabilized population in practically all cities, exaggerated ideas of future expansion must be discounted. One man connected prominently with Harrisburg real estate has affirmed that there has been a general depreciation of Harrisburg real property to the extent of one-third of peak values in former years.

A tendency to bear out the above contentions is indicated by Table F, which shows valuations of the site being obtained for a new Dauphin County Courthouse. As shown therein, the purchase price is 211.6 per cent of the County's valuation, and 166.6 per cent of the City's assessment figure. Yet this property has frontage on Market and Front Streets, within a block of Market

Square. The City's valuation indicates front foot rates of from \$300 to \$550 on Market Street, and \$225 to \$300 on Front Street. The most highly valued frontage in the proposed Extension Area is on the east side of Third Street, between North and Briggs Streets—\$200 per front foot, and on North Street between Third and Sixth Streets—\$160 to \$168 per foot.

Though it is unwise to try to draw from these statistics or any others definite conclusions or accurate estimates for the cost of the Extension tract, the apparent general trend toward deflation of peak values seems apparent.

One other area may be used for purposes of comparison. In 1939 the State acquired as the site for a new office building the block bounded by Forster, Capital, Boas, and James Streets. Inasmuch as this tract is directly across Forster Street from the proposed Extension Area, there is added significance in the amounts paid for properties there.

Table G shows purchase prices and assessed valuations for this block.

The brewery and the 8 dwellings that were sold with it for a lump sum of \$95,000 went at an admittedly low price in relation to the assessment figures—in fact 8 per cent below the County's

valuation. On the other hand, a relatively high price was paid for the church property. If obsolescence and run-down conditions were contributing factors in the low price of the brewery, the same factors should have a lowering effect on the costs of numerous properties in the Extension Area. Though some assessments there may prove to have been low, it is equally probable that some are high, particularly in the eastern portion, where neither City nor County assessments have appreciably reflected the marked physical deterioration that has occurred in recent decades.

In the light of all the above facts a figure in round numbers may be hazarded, as representing neither too liberal nor too conservative an estimate. \$2,750,000 would be 177½ per cent of the assessed valuation shown for the City in Table E, and 200 per cent of the corresponding County figure. Taking into due consideration the prevailing condition and prospects of properties in the Extension Area, it appears that such a sum would be sufficient to pay for the land and present improvements.

Another item that must be included in the ultimate cost of the Extension Area is the expenses incidental to such purchase. The Act which authorized the first extension project (Act of Assembly approved June 16, 1911 (P. 1027) provided for expenses.

TABLE F—COMPARISON OF APPRAISALS WITH ASSESSED VALUATIONS
SITE FOR NEW DAUPHIN COUNTY COURTHOUSE (1940)
(Market, Front, Blackberry, and River Streets)

ASSESSED VALUATIONS		
	County	\$172,500
	City	219,100
APPRAISALS		
	<i>Viewers for the County</i>	
	Aggregate low—	\$324,337
	Aggregate high—	368,585
	<i>Viewers for Owners</i>	
	Aggregate high—	\$440,674
ACTUAL PURCHASE PRICE—1940—	365,000—211.6% of County's assessed valuation —166.6% of City's assessed valuation	
Above percentages applied to Capitol Grounds Extension Area:		
	211.6% of \$1,418,620—\$3,001,800 (County)	
	166.6% of 1,579,110— 2,631,010 (City)	

TABLE G—COMPARISON OF PURCHASE PRICE WITH ASSESSED VALUATIONS
NORTHWEST OFFICE BUILDING SITE (1939)

(Forster, Capital, Boas and James Streets)

Property	Purchase Price	Assessed Valuation City	Purchase Price— Relation to Assessment	Assessed Valuation County	Purchase Price— Relation to Assessment
Fink Ice Co. Properties:					
Brewery—312 Forster St.		\$70,270		\$87,600	
8 Dwellings—900-918 Capital St. ..		16,770		15,320	
	\$95,000	\$87,040	109%	\$102,920	92%
309 Boas St. (Church)	15,000	4,870	308%	6,380	235%
6 Dwellings—311-321 Boas St.	19,500	9,660	202%	8,540	228%
TOTALS	\$129,500	\$101,570	127%	\$117,840	110%

Above percentages of TOTALS applied to present assessed valuations in the Extension Area would give as "True Values":

City (127% of \$1,549,694)—\$1,968,111
County (110% of \$1,378,820)—\$1,560,482

"Section 6. The said commission is also hereby authorized and empowered to appoint one person to be known as secretary of the Capitol Park Extension Commission, one clerk, one stenographer, and one real estate expert, all of whom shall do such work in the premises as the commission shall direct; and said commission shall fix the respective compensations of the persons so appointed, which compensation shall be paid by the State Treasurer as hereinafter provided. The Attorney General shall be the counselor and attorney of and for the commission."

"The prothonotary and sheriff of Dauphin County shall each receive for his services, as aforesaid, compensation on the same scale as that fixed by law for similar services; which compensation and costs shall also be paid by the State Treasurer, as hereinafter provided, except in cases in which the appellant shall pay the costs as hereinbefore provided."

The final report of the Capitol Park Extension Commission to Governor Brumbaugh, dated August 28, 1917, contained the following paragraph:

"In the appended financial statement, it may be seen that the actual expenses of the Commission, including salaries of those employed, abstracts of title, court costs and other necessary expenses, were less than three per centum (3%) of the money appropriated, the balance of ninety-seven per centum (97%) having been expended for the actual purchase of properties or reserved for payment for those properties taken by condemnation proceedings, pending the decision of the Court."

Although the amount of money involved in the case of the proposed Extension Project is greater than in the first instance, the number of properties and owners is considerably less: 334 properties as compared with 541, and 175 owners, as compared with 251. The work involved, therefore, should be less. In view of these facts, a tentative allowance of 2½ per cent for expenses is suggested, as applied to the figure of \$2,750,000 mentioned above. The approximate acquisition figure thus becomes \$2,818,750.

A third item of cost should be included, namely, the expense of relocating present railroad sidings

which lie between the through tracks and the properties that front on Seventh Street. Several properties north of Forster Street, and east of Seventh, are now served by switch-backs, at least some of which would have to be eliminated or revised if this area were to be acquired and used by the Commonwealth. The Pennsylvania Railroad Company, on the basis of a preliminary study, has tentatively established a property line which demarcates the land depth and equipment which it must retain for public service, with access from Forster Street. The space left between such a revised property line and the east side of Fisher Plaza extended northward (see Fig. 19, facing page 28) would be quite adequate for the State's purposes. The tract that would be available *without*

any modification of present trackage, however, would not be deep enough for the purpose indicated on Fig. 19. Whether or not there is any imminent prospect of erecting a building on this site in the future, the State should assure the acquisition of a strip of land sufficient for protective purposes, as it did on either side of the west end of Memorial Bridge.

With the Extension Project in its present preliminary status, the Pennsylvania Railroad Company does not feel justified in incurring the expense that would be involved in making detailed studies of the cost of track relocations. Therefore no figure can be given to cover this item. It appears that roughly 700 feet of track would have to be replaced.

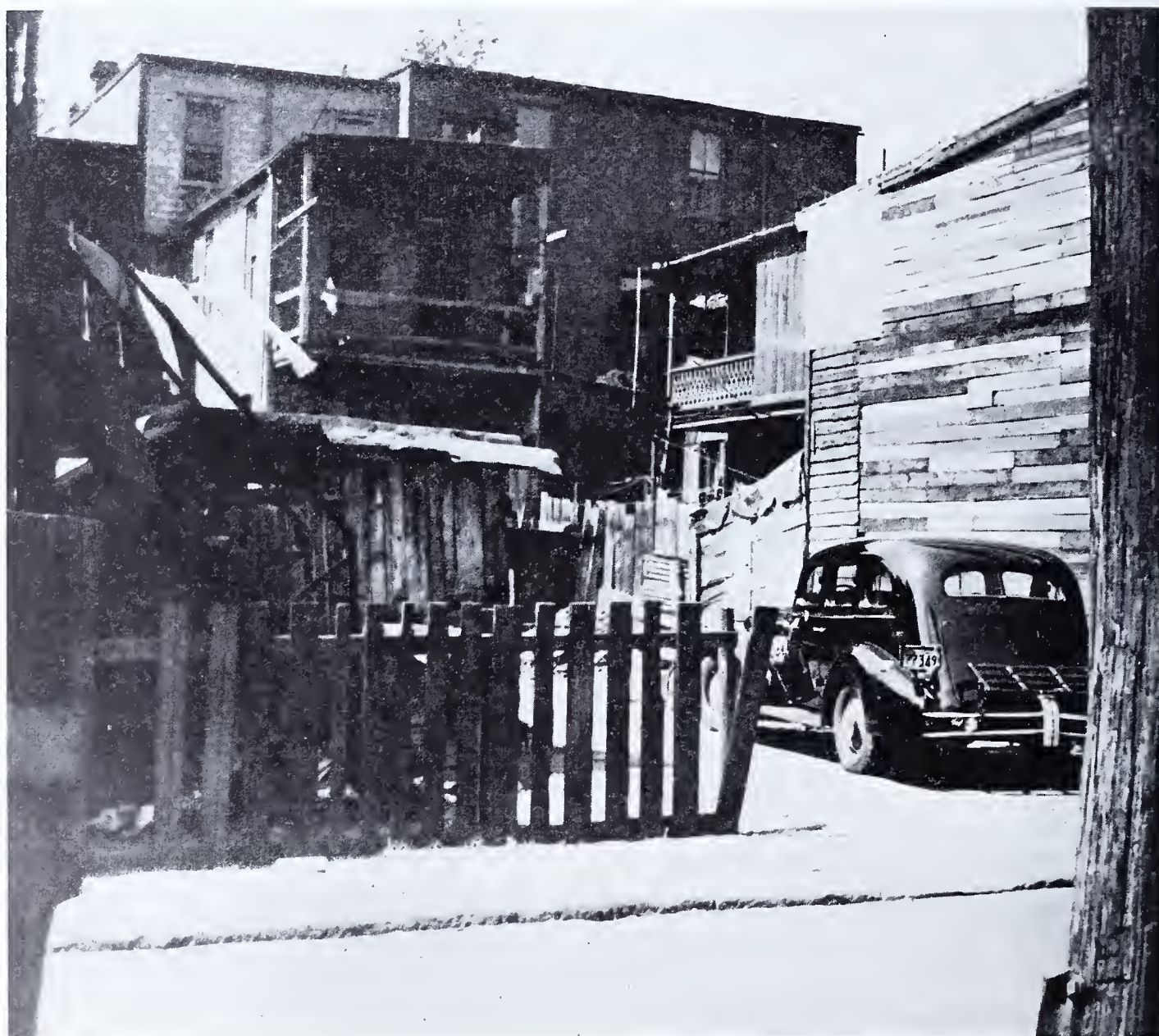


Fig. 18. Close-up of a property on Primrose Street.

V. METHODS OF FINANCING ACQUISITION

There appears to be three practicable ways of financing the purchase of the Extension Area: (1) through direct appropriation of funds by the State Legislature; (2) through appropriation to repay over a period of time the Harrisburg Housing Authority for its intermediary purchase of the Area by means of funds lent by the United States Housing Authority; (3) similarly to repay the Harrisburg Housing Authority for its intermediary purchase of the Area by means of funds obtained through its right to issue bonds.

(1) Appropriation by the State Legislature is the method which was used in the case of the original enlargement of Capitol Park. By the Act of June 16, 1911, which authorized appointment of the Capitol Park Extension Commission, there was appropriated a sum of \$2,000,000 to cover acquisition of the tract, and expenses incidental thereto. It was specified that not more than \$100,000 should be spent or obligated during each of the two years ending June 1st, 1912, and 1913. Thereafter \$450,000 was the limit of annual expenditure until June 1, 1917, the date set for completion of acquisition. These limitations were qualified by a statement in the Act that if the Governor, Auditor General and State Treasurer should certify to the Commission that there was sufficient money in the State Treasury, not otherwise appropriated, to warrant an increase in the annual expenditure, the Commission could make purchases not exceeding a total of \$1,000,000 in any one year.

The report of the Capitol Park Extension Commission, dated 1917, states:

"... owing to many changes made in buildings in the zone to be acquired, to the erection of new buildings, and to other conditions, the Legislature granted to the Commission an increase of three hundred thousand dollars (\$300,000) which increase was duly approved June 18 1915, making a total appropriation for the work of two million, three hundred thousand dollars (\$2,300,000)." Of that figure there was actually spent \$2,276,070.

No attempt will be made here to recommend or to outline any specific procedure for appropriation. The experience noted in the above-quoted paragraph, however, indicates the likely economy in optioning as many properties as possible at an early stage of the program so as to avoid having to make payments for any interim improvements.

(2) It is apparent that there would be advantages in having available the full amount needed for optioning and purchasing all properties in the Capitol Extension tract as quickly as possible after inception of the program. Pennsylvania has reached its constitutional limit of bonded indebtedness. The General State Authority was created as a means of providing additional capital funds for State Public works, but the present Administration does not favor further use of that agency's power to incur indebtedness through the issuance of bonds.

A possible solution would be reached if the United States Housing Authority would lend to the Harrisburg Housing Authority the sum required for purchase of the Area, and if the State Government in turn would furnish to the Harrisburg Housing Authority some acceptable guarantee of repayment, with interest and capital amortization over a period of—say ten years. On this basis biennial legislative appropriations of one-fifth of the capital loan, plus interest on the loan balance, would be required. Funds as repaid to the Harrisburg Housing Authority would be used by that agency for erection of additional new housing units. Reasons why both local and Federal housing authorities have an interest in the Extension project will be noted subsequently.

The situation in regard to obtaining funds from the United States Housing Authority is as follows: Congress has appropriated \$800,000,000 for local allocation by the USHA to facilitate low rent housing throughout the country. Of that total amount some \$160,000,000 have not been accompanied by funds for the annual Federal subsidy required in connection with USHA projects. Legislation now before Congress would supply such funds, making available the aforesaid approximate \$160,000,000 and also authorizing additional subsidized capital for local housing loans. The application of the Harrisburg Housing Authority for an allocation from these funds is on the list of reservations.

Although the arrangement involving the State and the two Housing Authorities is entirely dependent on Congressional authorization of new housing funds, and contains a number of other contingent factors, the advantages that it seems to offer to all parties concerned appear to justify its thorough investigation as a possible means of acquiring the Extension Area. Both the United States Housing Authority and the Harrisburg Housing Authority have expressed their interest in the proposal, and their willingness to seek a mutually

satisfactory agreement with the State on some such basis as that already outlined.

There has already been mention of the advantage to the State of the procedure whereby its payments for the Area would be extended over a period of years, and yet the entire sum would be accessible as needed. This method would combine immediate availability of capital as exemplified by a bond issue, with the convenience of extended payments implied in annual or biennial appropriations.

Both the United States and Harrisburg Housing Authorities have an interest in this proposed financial arrangement in so far as it might tend to improve housing conditions in the City. The local agency is particularly concerned with the proposal because thereby it would be in a position to guide the demolition of Extension Area dwellings, both sub-standard and adequate, in such a way as to work as little hardship as possible in this community where the housing shortage is already acute. The First Capitol Park Extension program, carried out without any attempt to consider its effect on housing, resulted in dispersion of slum dwellers throughout the City, creating several widely-distributed new slum areas.

Both agencies are interested not merely in the creation of new housing units as such, but also in assuring that such housing will be related to planning and re-planning for improvement of the City as a whole. Equivalent demolition of sub-standard dwellings, which is a required factor in the public housing program, may itself create problem areas if logical and profitable uses cannot be found for the cleared land. In the case of the Extension Area proposal, the projected use by the State solves this problem in advance.

Thus the same housing funds would provide twofold benefits: first, in facilitating demolition of structures in an area where the majority of dwellings are sub-standard and which is headed for continued depreciation—to be rehabilitated as a public park which would undoubtedly have a beneficial effect, not only on neighboring property values, but to a certain extent on the whole City, particularly through improvement of trafficways, and secondly, by these funds being subsequently made periodically available, within the space of a decade or so, to create new dwelling units for Harrisburg.

(3) The third possible method of financing acquisition of the Extension Area involves a public bond issue by the Harrisburg Housing Authority, which would purchase the Extension tract with the funds derived therefrom. The issue would have to be backed by a re-purchase agreement between the State and the Authority, such as was

indicated in item (2), so as to assure provision of funds to take care of interest and amortization of the Housing Authority's loan.

Notwithstanding the fact that the Commonwealth of Pennsylvania frequently enters into long-term agreements providing for the payment of obligations over a period of years, the fulfillment of such covenants is dependent on successive renewals of biennial appropriations. Situations of this sort imply a reliance on the integrity and responsibility of the State to live up to a legitimate agreement, as not only a financial, but also a moral obligation. Federal agencies in recent years have made grants and loans amounting to many millions of dollars, relying on promises of the Commonwealth.

Successful floating of such a loan by the Harrisburg Housing Authority would probably depend largely on the investing public's confidence in the type of security furnished by the State's cooperative agreement to repay the funds to be borrowed by the local Housing Authority. Although such an arrangement, like the similar one involving USHA funds, has no precedent in practice hitherto, it is worthy of careful study.

Previous discussion has considered possible ways of acquiring the Extension Area as a unit. The State, however, should not overlook favorable opportunities for picking up individual pieces of property. Table B indicated that, as of March, 1940, forty-three properties in the Area were held by financial institutions. This number includes the Odd Fellows' Building, for which the State pays an annual rental of \$10,000 on an assessed valuation of \$47,950 (City)—\$47,000 (County). Immediate acquisition of this structure and its site would appear to be profitable.*

Table G on page 23 shows that the major tract in the Northwest Office Building site, purchased from a trust company, was obtained for 109 per cent of the City's assessed valuation, and 92 per cent of the County's. Similar instances might be found in the Extension Area.

On page 39 the possible utility to the State of the north half of block 10 is discussed. Early purchase of this tract, considering its present assessed valuation in relation to the State's rental of garage space elsewhere, is indicated as an economy move. Use of this property for State Highway Department garage and parking purposes would seem to justify allocation of highway funds for its purchase.

* No reflection is intended on the amount of rent paid. Taken on a square-foot basis, this is among the State's lowest-rate leases in the City.

VI. LEGAL ASPECTS

Legal procedures that would be required in connection with acquisition of the Extension Area necessarily involve the State and the City of Harrisburg, with a possibility that the Harrisburg and United States Housing Authorities might be brought significantly into the picture.

Clues to prospective types of State legal proceedings are to be found in the original Capitol Park Extension Act, and in the Report of the Commission, dated August 28, 1917.

The introductory brief description of the Act states that it was intended

*"... to provide ... for the extension of Capitol Park in the City of Harrisburg; and for the acquiring, taking, and condemnation of real estate in connection therewithin . . . ; and for the demolition of the buildings and structures therein; and making an appropriation therefor; and also for the expenses and cost in connection therewith."**

The Commission's Report states that of the 541 properties involved, 516 were acquired by amicable procedure, 2 by release from the City, and 23 by condemnation proceedings. Of the latter instances, 11 were settled, deeds received, and the purchase money paid before the cases reached trial by jury. In one suit the constitutionality of the law was challenged, but its legality was upheld by both the lower court and the State Supreme Court.

The Attorney General's Department passed upon and approved each title and deed for the properties that were purchased without contest. It also directed all condemnation suits.

The 1938 Special Session of the State Legislature passed two related enabling acts in anticipation of possible acquisition of the new Extension Area through cooperative action by the Harrisburg Housing Authority. One of these Acts, No. 11, authorizes

*"the Commonwealth or any of its agencies or instrumentalities of government . . . to contract with, and to lease or acquire from any housing authority, any area acquired or about to be acquired by such housing authority for slum clearance purposes."***
The Act further notes that

the State may effect such acquisition from a housing authority

"for any public purpose or purposes, including the creation of public parks, and the erection on the lands contracted for of buildings, improvements and structures deemed necessary for the use of the Commonwealth."

The other Act,* which is the converse of No. 11, authorizes housing authorities to contract with the Commonwealth, etc., on the same basis as the one noted above.

Although these two Acts supply the requisite general enabling legislation, it would also be necessary, as noted in Section V of this report, for the Legislature to approve some form of specific agreement whereby the State would assure periodic payment to the Harrisburg Housing Authority for its advance purchase of the Extension Area. As of summer, 1940, the Attorney General's office is working on a form of agreement which might be mutually satisfactory to the State and to the Harrisburg and United States Housing Authorities.

The Special Session of 1938 also passed an Act whereby there was appropriated

*"the sum of fifty thousand dollars (\$50,000), or so much thereof as is necessary . . . to the Department of Property and Supplies for the purpose of paying the expenses of making preliminary surveys . . . in connection with any proposed acquisition of real property from any housing authority . . . including the compensation of attorneys at law, engineers, experts, clerks and assistants."*** *This Act furnishes the financial basis for the study of which this report constitutes the concrete product.*

In the case of the First Extension project, before a single property was taken over by the State, the City of Harrisburg, conforming to a requirement of the Act of Assembly by means of an ordinance passed on October 31, 1911, and approved by the Attorney General on November 16, 1911, released to the Commonwealth all possible municipal claims to streets, alleys, and property within the Extension tract. This release included claims to two buildings occupied by the Fire Department. Records do not make clear whether or not the City was reimbursed for the two fire-house properties beyond the nominal consideration of one dollar which is mentioned in connection with the general release of its rights by the municipality.

* Laws of Pennsylvania, 1911, p. 1027.

** 1938 Special Session, Act 11, page 32.

* 1938 Special Session, Act 12, page 34.

** Ibid., Act 42, page 109.

Similar relinquishment by the City of Harrisburg would be required in connection with the proposed Extension of the Capitol Grounds. Such an agreement, as in the previous instance, in addition to vacation of streets and alleys, would involve eventual assumption by the State of expenses in connection with sewer and water mains and any other utility lines lying within the Extension Area that might have to be relocated as a result of future development of the Extension Area.

A question might be raised as to whether the Harrisburg Housing Authority has legal sanction for acquiring the Extension Area. The answer is to be found in the Housing Authorities Law of Pennsylvania.* In Section 10 of the Act, it is provided:

"An Authority shall constitute a public body, corporate and politic, exercising public powers of the Commonwealth as a agency thereof, which powers shall include all powers necessary and appropriate to carry out and effectuate the purposes of this Act, including the following powers, in addition to others herein granted.

(b) To determine when unsafe or unsanitary dwelling or housing conditions exist, or where there is a shortage of safe and sanitary dwelling accommodations for persons of low income.

(d) To cooperate with any city, county, regional, Federal or other agency.

(h) To arrange with any city or other municipality located, in whole or in part, within the Authority's field of operation, or with the Federal or State government for the furnishing, planning, replanning, installing, opening or closing of streets, roads, roadways, alleys, sidewalks, or other places or facilities, or for the acquisition from such city, municipality or the Federal or State government, of property options or property rights, or for the furnishing of property or services in connection with a project.

(i) To clear areas of unsafe or unsanitary housing, to provide for the use of cleared sites for community facilities and for any other public purpose authorized by this act.

(j) To arrange with the Commonwealth, its subdivisions and agencies—to the extent that it is within the scope of each of their respective functions—(3) To plan, replan . . . any part of the municipality in connection with any housing project of the Authority.

(n) To acquire by eminent domain any real property, including improvements and

fixtures, for the public purposes set forth in this Act, in the manner hereinafter provided."

Section III of this report has clearly indicated that a high percentage of the residential properties in the Extension Area are in the substandard class, and that a considerable number are among the worst slums in the City. It seems clear, therefore, that the Housing Authority under Section 10 (b) would be amply justified in declaring the Area to be a slum neighborhood. The purposes to be accomplished fall directly under subsections (d), (h), (i), and (j). The power of eminent domain granted under (n) is therefore clearly applicable. Subsection (j) (3) is worthy of special note in that it emphasizes the coordination of housing with city planning.

The logical conclusion to be derived from the above facts is that the Harrisburg Housing Authority has the power to acquire the Area in question for the purposes previously outlined.

There remains a question as to the power of the United States Housing Authority to lend money to the Harrisburg Housing Authority for the Extension project. The Act of Congress* creating the USHA states:

"The Authority (USHA) may make loans to assist the development, acquisition, or administration of low-rent housing or slum clearance projects of such agencies . . ."

Section 2 (f) of the Act, defines "slum clearance" as follows:

"The term 'slum clearance' means the demolition and removal of buildings from any slum area."

Inasmuch as one of the principal objects of the arrangement which would involve USHA funds is the assurance of a long-term housing construction program, following acquisition of the Extension Area, the loan would demonstrably aid low-rent housing in Harrisburg. Even if this aspect were subordinated, or absent from the program, the USHA has the power to lend money for slum clearance projects as such. The conjunction "or" as used in the Act renders the object of either "low-rent-housing," or "slum clearance" equally eligible. Annual contributions would not be required to support the loan until such time as the proceeds or portions thereof were repaid by the Commonwealth, and converted by the local Housing Authority into a housing project.

The foregoing statements seem to demonstrate clearly that the United States Housing Authority can legally lend funds to the Harrisburg Authority for purchase of the Extension Area.

* Approved May 28, 1937, Penna. Laws 955; 35 Penna. 1541 and following.

* Act of Congress approved Sept. 1, 1937, e. 896, Sec. 9, 42 U. S. H. A. 1409.

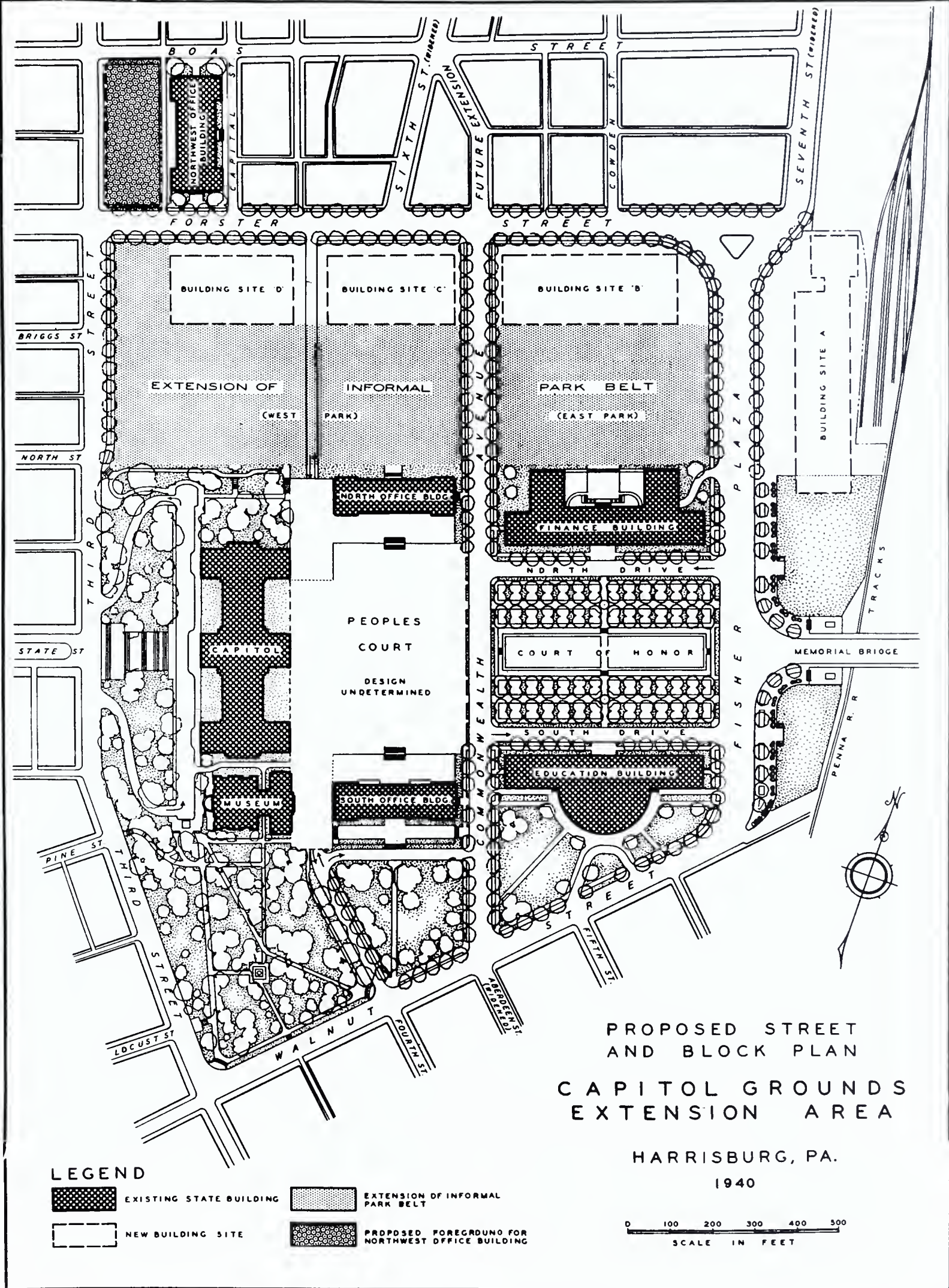


Fig. 19. This plan is a combination of existing and proposed items. Present temporary buildings are omitted from the People's Court, but no design is shown for the latter inasmuch as its form is still unsettled. The informal character of the Extension Area Park Belt is indicated, without attempting to show details such as paths, which in final form can be best determined in relation to actual buildings.

VII. PROPOSED STREET AND BLOCK PLAN

In the case of the first extension of Capitol Park the Brunner Plan determined the revised pattern of streets and the general locations of building sites several years prior to erection of any individual structure. Similarly it is possible to determine in advance a street and block plan for the proposed Extension Area, with sizes of possible individual building sites left flexible enough to permit their adaptation to any future needs.

A. THE STREET PATTERN

A study of street revisions for the tract was first made in August, 1938, by the Harrisburg Area Regional Planning Committee. The proposals made therein were subsequently confirmed by the three consultants, Paul P. Cret and William H. Gehron, Architects, and Thomas W. Sears, Landscape Architect, who were temporarily retained early in 1939 by the Department of Property and Supplies.

The street system agreed upon—shown in Fig. 19 (a slightly modified version of the Consultants' plan), involves *elimination* of certain existing streets, and *extension* or *widening* of others, as hereinafter described.

STREETS TO BE ELIMINATED

Within the proposed extension of Capitol Park it is obviously desirable to limit public streets to the necessary minimum. Accordingly, North, Briggs, Capital, Sixth, East, Cowden, and Seventh Streets, with intervening alleys, would be eliminated.

STREETS TO BE EXTENDED

Recommendations include extension of two existing streets—Commonwealth Avenue and Fisher Plaza.

Commonwealth Avenue

With North Street eliminated, it would be essential to continue Commonwealth Avenue northward as far as Forster Street. A pavement width of from 56 to 60 feet would be desirable in order to provide an *even* number of lanes of adequate width, with or without parking, but unless widening of the older portion of the street from its present 52-foot width could be accomplished, it is doubtful whether a curb off-set of two to four feet on each side for a distance of two blocks would be advisable or helpful.

At Forster Street, Commonwealth Avenue would be less than 150 feet east of Sixth Street, thus providing a fairly direct connection between that important traffic artery and Walnut Street. The City, however, would eventually be justified in extending Commonwealth Avenue northward from Forster Street, possibly as a one-way street, to a five-point intersection with Boas Street, without affecting the Messiah Lutheran Church. If week-day parking were eliminated in the block between Forster and Boas Streets a 40-foot, four-lane pavement would be adequate for two-way traffic.

Plans in the City Engineer's office indicate the future possibility of extending Commonwealth Avenue southward on the line of Aberdeen Street from Walnut Street across Market Street, past a new Pennsylvania Station Plaza, to an intersection with Chestnut Street, Fourth Street and the Mulberry Street viaduct. (See Fig. 3.) There would thus be provided a thoroughfare from Linglestown Road by way of Sixth Street and Commonwealth Avenue to the southeast section of the City. Such an improvement would be a possible result, but not a part, of the Capitol Grounds Extension.

Fisher Plaza

It is recommended that Fisher Plaza be extended northward, with its present pavement width of 80 feet, to Forster Street. At that point it would connect, by easy curves, with Forster and Seventh Streets. By this means, northern and western traffic to and from Memorial Bridge would be served at least as adequately as is the Fisher Plaza-Walnut Street flow at present.

STREETS TO BE WIDENED

Widening of four streets is proposed: two—Forster and Third Streets, as part of the development of the Capitol Grounds Extension Area, and two—Sixth and Seventh Streets, as related municipal projects, not within the Capitol Grounds.

Forster Street

With extension of Capitol Park, Forster Street becomes the northern marginal thoroughfare which must share, at least equally with Walnut, the work of carrying east and west traffic around the Capitol Grounds. As part of the new Capitol Park improvement, the pavement of Forster Street would

be broadened southward to a width of 60 feet, which would provide for 6 lanes of moving traffic, or 4 lanes with 2 for parking, except perhaps during rush hours.

Forster Street gains additional importance as the logical approach to a future bridge across the Susquehanna River that would connect with the U. S. 11 Bypass on the West Shore. For many years there has been recognition of the need of another river bridge. The proposal of State Street as the site is now generally ruled out because of the traffic complications involved in its dead-end termination at the west front of the Capitol. Both North and Briggs Streets will be eliminated for the same reason if Capitol Park is extended.

There is some difference of opinion as to whether a new bridge should preferably be built at Forster Street, or south of the Reading Railroad bridge, to connect Paxton Street with Lowther Street in Lemoyne. The question of priority need not be discussed here. Bridges at both sites will probably be needed eventually. Unquestionably the location of the present Walnut Street bridge only a block from the more permanently constructed one at Market Street contributes materially to traffic complications on Front Street. If the two bridges should be taken over by State or county agencies, or when the time comes that major repairs to the Walnut Street structure might be necessary, it should be replaced by a new one at the Forster Street location. This possible eventuality must be considered in planning any changes in Forster Street as part of the Capitol Park Extension project.

Third Street

The pavement of Third Street is now 48 feet wide between Walnut and North Streets. Beyond the intersection of Third and North Streets, the roadway narrows to 38 feet, the east curb line projecting two and a half feet, and the west curb seven and a half feet beyond the curb lines south of North Street.

When the Capitol Grounds are extended, Third Street should be widened to the east so as to provide an *even* number of lanes of adequate width. The present width of 48 feet permits two 8-foot parking lanes, and an excess of 2 feet over *three* 10-foot travel lanes. A width of 56 feet—allowing for four 10-foot lanes, and parking on both sides, is recommended from North Street to Forster Street. The eastward offset of the east curb at North Street, amounting to 13½ feet, would be accomplished with a gradual reverse curve. If, as has been proposed, the half block between Third Street and the new Northwest Office Building that lies between Forster and Boas Streets (occupied by the Liquor Control Board) should be pur-

chased, thus permitting this structure to face onto Third Street, the latter should be widened to 56 feet for the length of this block also, as indicated by a dashed line on Fig. 19.

Sixth and Seventh Streets

Although both Sixth and Seventh Streets north of Forster Street are outside of the Capitol Grounds Extension Area, they are important factors in traffic relating thereto. From the City line southward to Reily Street, Sixth Street is 80 feet wide, with a 46-foot pavement. From Reily to North Street it narrows to 50 feet, with only a 28-foot pavement. Seventh Street is 55 feet wide, with a 31-foot pavement. In spite of their narrowness, these streets both have heavy traffic, particularly Seventh Street, which carries a large amount of truck traffic to and from Herr Street.

The 1939-40 Report of the Harrisburg Area Regional Planning Committee makes the following recommendations for these two streets:

“SIXTH STREET—Needs . . . establishment of building setback lines, by special ordinance, or by a general zoning ordinance, increasing the street to 80-foot width from Reily Street to North Street. Pavement to be increased to 56 feet (two 8-foot parking lanes, four 10-foot restricted speed lanes). An alternative would be to forbid parking within this section, widen the street to 60 feet, with a 40-foot pavement (four 10-foot lanes).

*SEVENTH STREET—Needs establishment of building lines to provide at least a 70-foot street (better 80-foot . . .) with a 60-foot pavement (two 8-foot parking lanes, four 11-foot restricted speed truck lanes) from Fisher Plaza to Division Street or beyond.”**

Capitol Garage Drive

The roadway providing entrance and exit to and from the Capitol Garage, though not a public street, is a rather important element in the traffic picture. Previous recommendations, including the 1939 report of the three Consultants, have included use of the present one-way entrance from Fourth and Walnut Streets, and a one-way exit running straight through the Extension Area to Forster Street, as shown on Figure 19. Because of the nature of its use, this driveway would naturally

* Planning for the Future of the Harrisburg Area, Report of the Harrisburg Area Regional Planning Committee, 1940, pages 72-3.

be in effect a one-way drive—inward in the morning, and outward in the late afternoon. In order to provide two ways of ingress and egress in opposite directions, so as not to concentrate all Capitol traffic in one spot, it is proposed that the driveway permit two-directional travel. Fig. 13 (page 18) shows the effect of the present single exit onto Commonwealth Avenue. A similar one into Forster would be no improvement, because so many left turns would be required. Allotment of parking space in the proposed enlarged sub-terrace garage in accordance with the normal destination of each car, so as to produce a predominance of right-turn exits from the garage drive, would help to relieve traffic snarls. With prohibition of parking thereon, the present 24-foot entrance from Fourth Street would be adequate for two lanes outward (at the afternoon rush hour) and an occasional inbound car, traveling at a desirable moderate speed, but a width of 27 feet for both sections of the driveway would be preferable.

B. THE BLOCK PATTERN

Superimposing of the recommended revised street pattern on the Extension Area results in creation of four separate blocks: one between the railroad and Fisher Plaza; one between the latter and Commonwealth Avenue, and two between that thoroughfare and Third Street—divided by the garage driveway (see Fig. 19). As a matter of fact this drive would be narrow enough so that a building could be arched over it if circumstances so required.

BUILDING SITES

General principles concerning use for building sites within the blocks thus formed are outlined in the previously-mentioned Consultants' Report.*

"The new buildings ought to be located in such as way as:

*a. to leave the principal architectural importance to the main group forming the Court of Honor,** this court ought to remain the show place of the State Group.*

b. to allow erection of new buildings by sections, when needed, and with enough flexibility of design to accommo-

date the different purposes (office buildings, laboratory buildings, etc.) This means that there ought to be a separation as wide as possible between the formal group of the Court of Honor and the new group. To this end, we suggest that the building area be located along Forster Street, and be not over 200 feet deep, measured perpendicularly to that street, leaving a park area between the North Office Building and the new building area approximately 350 feet in width. The building area thus provided . . . faces on Forster Street and the Park belt . . . and can be divided into lengths suitable to the types of buildings that may be required.

.

"We have considered several ways of planning these new buildings. However, as long as the program of what they ought to contain has not been determined, we feel that it would hamper more than assist to try to suggest a form in plan or elevation. We have satisfied ourselves that the area shown on the sketches for building purposes is adequate to receive 500,000 to 800,000 square feet of floor area if the proper planning and number of stories is used. The architectural treatment of these new buildings, on the location suggested, could, if desired, be made more utilitarian than the central group, desirable harmony being preserved by sympathetic design in relation to the existing buildings, and the proper selection of materials.

"The plan accompanying this report is merely a diagram, as the time and the information at our disposal prevented any attempt at planning either buildings or grounds. Our aim is only to illustrate the above recommendations and the general principles for the use of the area recommended for purchase . . . Once a broad policy has been decided upon, it is better to leave within the limits of this policy as much freedom as possible to those planning the future buildings. We believe that the separation of the proposed building area from the existing central group, by a green belt, makes for this desirable flexibility."

* Report on the Proposed Extension of Capitol Park, by Paul P. Cret, William H. Gehron and Thomas W. Sears, Consultants, January 12, 1939.

** The term "Court of Honor" as here used implies the entire five-building group and the area enclosed thereby.

The fact that streets and potential building sites as shown on Fig. 19, are very different from the existing street and block pattern (Fig. 3) is

sufficient reason to justify the State's acquiring the Briggs-Forster strip of blocks simultaneously with the strip to the south, rather than delay purchase until there is need to obtain a particular site. Freedom for the State to use any building site within the Extension Area as required, and to revise streets therein in accordance with a long-term plan, is dependent on unified control of the whole tract.

THE PARK BELT

As far as the proposed Extension Area is concerned, the "park belt" or "green belt" referred to in above quotations would include the land bounded by the south side of present North and Briggs Streets, from Third Street to Fisher Plaza extended,—and also the block bounded by Forster, James, Briggs and Third Streets. Concerning

the general character of development recommended for this area, the Consultants' report states:

"...we feel that the formal treatment with formal lines of trees, hedges, pools, etc., ought to be reserved for the Court of Honor. Other parts of the Capitol Park should be treated informally—as a green belt around the central group and to be as wide as possible to emphasize and isolate the formal center. Care must be taken to avoid wasting this opportunity for securing a fine restful area around the Capitol by letting new buildings encroach into it more than is strictly necessary. The width of this green belt (shown on our plan—about 350 feet), is adequate—but not more."



Fig. 20. These Temporary Buildings, still needed for office space, prevent completion of "The People's Court" east of the Capitol. As long as they remain, parking (410 spaces) naturally continues.

VIII. STEPS IN DEVELOPMENT OF THE EXTENSION AREA

The story of the Capitol Grounds Extension will by no means be complete when all properties have been acquired by the State. There will still remain for consideration such inter-related problems as (1) demolition of existing structures, (2) timing the removal of certain streets, and widening and extension of others, (3) modifications of underground utility lines necessitated by street changes, (4) development of the park belt, (5) possible interim use of remaining sections of the tract prior to final development, (6) ways and means of providing for site improvement, and (7) provision of protective regulations and covenants which would help to assure that future private development adjacent to the entire Capitol Grounds would be as harmonious as possible, and not such as to detract in any way from the State's large investment in the Capitol area.

If sufficient funds could be made available at one time to take care of all demolition in the Area, of all street changes, revisions of utility lines, and complete site improvement, little additional comment would be needed here. It seems unlikely, however, that the entire job will be done simultaneously. Shortage of dwellings in Harrisburg makes questionable the advisability of initial destruction of 295 residential units. Economy suggests that removal and reconstruction of streets and utilities, and general regrading might be done in more than one phase, over a period of time; also that in some portions of the tract certain structures might be rented after their purchase by the State, until such time as their sites may be needed for buildings. It seems worthwhile therefore to work out the best possible sequence of steps in the development of the Extension Area.

(1) DEMOLITION

The process of demolition would vary considerably according to whether or not the Harrisburg Housing Authority were directly involved in acquisition of the tract. The State Legislative Act previously referred to, wherein is authorized mutual action by a housing authority and by the State, reads as follows:

"Section 2. The Commonwealth of Pennsylvania, shall have the power and authority to enter into contracts with any Housing Authority, either before

said Housing Authority undertakers a project whereby it shall demolish, clear or remove buildings from a slum area, or after it has undertaken and completed such slum clearance project ..."

It further notes that the contract

"...shall impose a duty upon the Housing Authority to demolish, clear, or remove all such buildings from the slum area as shall be necessary to change the character of said area and remove the slums therefrom as promptly as circumstances shall permit."

It is apparent that considerable leeway is given to the Housing Authority to determine what properties should be demolished, and when. If the Harrisburg Housing Authority becomes a party to the acquisition of the Extension Area, it is clearly responsible, sooner or later, for elimination of what are demonstrably "slum dwellings". Such demolition would naturally be tempered by the housing agency's concern to avoid accentuating the present housing shortage, and therefore would need to tie in with either public or private dwelling construction programs.

It should be noted that the last quotation above states that "buildings" rather than "dwellings" shall be removed. Thus it appears that clearance of non-residential structures might devolve upon the Housing Authority, provided they are exceptionally run-down, or constitute fire hazards, or would contribute otherwise toward depreciation of the district. Demolition of other structures, superior to such a classification, would seem in any case the responsibility of the State. It should not be difficult for the State and the Harrisburg Housing Authority to achieve a mutually satisfactory agreement in regard to their respective shares of demolition.

If the Harrisburg Housing Authority were *not* directly involved in acquisition of the Extension Area, the State of course would take care of all clearance, as it did in the case of the First Extension. The assistance of the local Housing Authority, however, should be sought in connection with the timing of demolition, so as to minimize hardship on residents who must be dispossessed.

After acquiring the tract, the State would presumably wish to demolish at least all sub-standard or poor-quality buildings as soon as possible. Fig. 15 furnishes clues as to the distribution of such structures. On that basis, residential buildings, without exception, would be cleared eastward from East Street, and also in the eastern half of Block 5. Only certain institutional and commercial structures might be temporarily retained within that area. Poor-grade buildings in other blocks would also be subject to initial demolition.

(2) REVISION OF STREETS

Assuming that, for one reason or another, revision of streets within the Extension Area would be distributed over a period of time, analysis of the factors involved indicates two main phases of the work. The first would include changes in the block strip between North and Briggs Streets, from Third Street to the railroad. The second would comprise the corresponding strip between Briggs and Forster Streets.

THE FIRST PHASE

In discussing the purposes of the Extension on page 9, it was noted that acquisition of this area by the State would relieve the present cramped and unfinished conditions on the north side of the North Office Building and the Finance Building, and would provide an adequate setting to the north of the Capitol. The key to these improvements lies in the removal of North Street and at least the south block of Sixth Street, thus permitting the necessary cutting down of the Sixth Street ridge, south of Briggs. Getting rid of North Street means the dead-ending, and therefore the removal of intermediate streets between it and Briggs Street, and demolition of buildings, regardless of their character, which front thereon. Continuity of East and Seventh Streets, it is true, would not be changed by removal of North Street. In the case of the former, however, buildings would have to be removed to permit its widening as a continuation of Commonwealth Avenue. At least in the first block of Seventh Street, buildings should also come down, for a meat-packing plant does not make a very satisfactory neighbor for the State Capitol group.

For reasons which will be explained later on, it is recommended that Blocks 1 and 2 (bounded by Third, Forster, Capital, and Briggs Streets) be included in the First Phase. This calls for removal of James Street, and demolition of all structures except the Oddfellows Building at Third and Forster Streets.

The First Phase thus means practically a clean sweep of streets and buildings northward to Briggs Street, and in the Briggs-Forster Block as far east as Capital Street. Thereafter follows the constructive stage of providing new streets. These include extensions to Briggs Street of Fisher Plaza, Commonwealth Avenue, and the Capitol Garage driveway.

FISHER PLAZA—Reference to Fig. 3 will indicate that with the elimination of North Street, west- and northwest-bound traffic from Memorial Bridge would have to make a jog eastward onto Seventh Street, and then back onto Briggs unless Fisher Plaza were extended northward. This fact seems sufficient justification for a one-block extension of Fisher Plaza in the First Phase, rather than later construction of both blocks at once. Gradient over the entire length will be negligible, so that permanent grading and surfacing of Fisher Plaza from North to Briggs Street could be accomplished.

COMMONWEALTH AVENUE—A necessary concomitant of the North Street elimination would be the continuation of Commonwealth Avenue north to Briggs Street. Although its further extension to Forster Street would be desirable, grading changes that would be required at the intersection of Commonwealth and Forster because of the rather steep present gradient of the latter would be impracticable to achieve prior to the major operation of widening and lowering the grade of Forster Street. It is true that a similar difficulty will be met at the junction of Commonwealth Avenue and Briggs Street, but this will not be a permanent intersection, and the State, owning all adjacent land, would be free to indulge in temporary grading expedients. Tentative profile studies indicate that the first block extension of Commonwealth Avenue could safely be made on the basis of the final profile.

CAPITOL GARAGE DRIVE—Careful study should determine whether the permanent profile of the first half of the drive to Forster Street could be achieved in the First Phase, or whether subsequent elimination of Briggs Street might involve some cutting to grade for the driveway. Rough profiles indicate something like a two-foot cut at the intersection of Briggs Street and the finished garage drive. Pending its extension to Forster Street this roadway could be built 27 feet wide to Briggs Street, probably without final surfacing.

BRIGGS STREET—Elimination of North Street in the first phase of the street revision program would leave Briggs as the marginal street.

Thus the existing 25-foot pavement of Briggs Street would take over the traffic that uses the present 33-foot pavement of North Street. Actually, however, 33 feet is an inadequate width for four traffic lanes, and where there are numerous lateral intersections a third lane is nearly useless for passing. Thus both North and Briggs Streets, with partial parking, in reality now have only one effective moving traffic lane in each direction.

It may very likely prove wise to eliminate the sidewalk on the south side of Briggs Street, and widen the paved way to 40 feet, providing an inexpensive, temporary surfacing. Most of the street trees on Briggs are poplars or soft maples; few of the trees would be desirable for retention as part of the permanent planting of the park area. For that reason they need not be allowed to interfere with even temporary grading.

In connection with the First Phase all parking should be eliminated on Briggs Street, as it is on some sections of North Street at present. It might be possible to work out a system of one-way traffic for Briggs and Forster Streets. Traffic difficulties will still be present, however, until Forster Street has been widened, and Briggs eliminated, in the second and final phase of the program.

THE SECOND PHASE

The Second Phase is essentially a repetition of the elements involved in the first one, but applied to the Briggs-Forster strip of blocks. It involves the demolition of all remaining buildings, the removal of intervening streets (Capital, Plum, Sixth, Ash, Cowden, Brown, and Seventh Streets) as well as Briggs street, and the accomplishment of street extensions and widenings.

FISHER PLAZA—Reference to Fig. 19 shows that Fisher Plaza would be extended to a new and greatly improved intersection with Seventh Street at Forster. Grading will be negligible.

COMMONWEALTH AVENUE—As already noted in connection with the First Phase, continuation of Commonwealth Avenue northward with the present pavement width of 52 feet will involve a considerable grading problem at its intersection with Forster Street.

Coincident with this second one-block extension of Commonwealth Avenue by the State, efforts should be made to persuade the City to extend the avenue one block farther to an intersection with Sixth and Boas Streets. It is not impossible that the resultant increased assessed valuation of frontage on the new wide street over

a period of time would repay in taxes the cost to the City of this improvement. A Sufficient justification, however, would come from improved traffic conditions created by direct continuity between Sixth Street and Commonwealth Avenue. Eventual widening of Sixth Street from Boas to Reily Streets is contemplated in connection with this proposal, as noted on page 30.

FORSTER STREET—Whether or not a river bridge is eventually built at the west end of Forster Street* the latter will be the permanent marginal thoroughfare on the north side of the enlarged Capitol Grounds, and as such it will carry a heavy volume of traffic. For a motorway of such importance the present profile of Forster Street would be unsatisfactory. Considerations of gradient, cross-slope at future intersections, and vertical sight-distance call for careful study as a basis for future improvement. Existing grades up to 7 per cent, and limited visibility at the intersection with Sixth Street, suggest that Forster Street will require more than mere widening of the pavement to 60 feet to make it a throughfare. It may be necessary to lower the grade at Sixth Street by two feet or more, with the cut tapering off to grade before reaching Sixth and Boas Streets. Buildings along the north side of Forster, and both sides of Sixth Street, could be adjusted to new grades without serious difficulty. Some cut also appears to be required at intersections with Capital Street and Commonwealth Avenue. In order to reduce the gradient, a moderate fill may be needed at the depressed intersection with Cowden Street, which is now four feet lower than the junction of Seventh and Forster Streets, and 19 feet lower than East and Forster Streets.

Cooperative action by City and State will presumably be required in improving Forster Street, and in making incidental grade adjustments outside the Extension Area. Forster Street holds the same potentialities for increased valuation of adjacent frontages as were noted for the Forster-Boas block of Commonwealth Avenue.

CAPITOL GARAGE DRIVE—Continuation of the Capitol Garage driveway from Briggs Street to Forster Street would complete the two-day road indicated on Fig. 19, providing garage access to and from both Forster and Walnut Streets.

Following completion of this Second Phase, the street and block pattern shown on Fig. 19 will have been achieved.

* See page 29.

There should be noted the possibility that need for utilizing one or more of the Building Sites in the Extension Area might necessitate undertaking some street alterations beyond those indicated for the First Phase, without involving completion of the entire program as included in the Second Phase.

(3) CHANGES IN UTILITY LINES

Concurrently with street and block revisions within the Extension Area certain alterations in existing underground utility lines will have to be made. These lines include sewers, water mains, electric power ducts, steam-heat pipes, and telephone conduits. There are no subsurface municipal electric lines.

SEWERS

The Sixth Street ridge serves as a divide for existing sewer lines within the Extension Area. On one side pipes run eastward from East Street under Brown and Primrose Streets, and westward from Seventh Street along Forster and Briggs, to join the Cowden Street sewer. This line in turn feeds southward into the North Street sewer that begins opposite the east wing of the North Office Building, and continues eastward under the railroad, to enter the intercepting sewer at Paxton Creek. On the west side of the ridge a line beginning at Sixth Street follows Briggs Street westward, picking up a northward flowing line from Capital Street. At James Street it turns north and joins at Forster a short line which enters the Third Street sewer.

All these pipes, including the one in North Street, lie deep enough so that they would not be affected by grading cuts.

As evident from comparison of Fig. 15 on page 18 with Fig. 19, page 28, the sewer in Brown Street, and the main from North Street cut across potential building sites. It will be a simple matter to abandon the Brown Street section and any other which might not be needed for storm drainage or for connections from possible future State buildings. Less simple is the matter of the North Street outflow line across Building Site A. Assuming the undesirability of constructing a building over so important a sewer line, there are three alternatives. (1) shortening the building site by some 110 feet; (2) moving the sewer southward so as to dodge the building, if and when constructed; (3) designing the building so as to provide an open passageway through to the rear, on the present line of North Street, thus providing an easement for access to the sewer. The choice of a solution, however, need not be faced until such time as construction of a building on this site becomes imminent.

WATER MAINS

Water mains occur in all streets within the Area except Plum and Ash Streets, West Alley, and Primrose Street between Cowden and Seventh. Most of these are 6-inch mains. Exceptions include an 8-inch line on Forster Street east of Sixth, a 20-inch main on Sixth Street, the 42-inch main on Seventh that connects with the new Clark Valley impounded reservoir, and four large mains in North Street—10, 16, 30, and 36-inch pipes.

In connection with development of the Extension Area the smaller mains would merely be disconnected and left in the ground, the value of the salvaged pipes being not worth the cost of their removal. The 20-inch main in Sixth Street, however, serves the northern section of the City. Because of the prospective cut along the ridge this line would have to be replaced. In order to avoid cutting through a potential building site a new location should be sought, probably via Commonwealth Avenue to Boas Street, if that extension is achieved.

Fortunately it will not be necessary to disturb the 42-inch main which lies just west of the center of Seventh Street. Neither appreciable cut nor fill will be involved in the replacement of that street by the Extension of Fisher Plaza. As Fig. 19 indicates, any future building on site A would be set back sufficiently to avoid interfering with the water main.

The major item of expense for water-main relocation will be in connection with the cutting down of North Street, necessitating the lowering, probably from Capital Street to Commonwealth Avenue, of the four parallel mains previously noted. This, however, is an item of expense which would be incurred regardless of Extension of the Capitol Grounds, in conjunction with the long-delayed removal of the North Street hump, so as to permit completion of the grading and improvements in front of the North Office Building.

ELECTRIC POWER DUCTS

A power duct of the Pennsylvania Power and Light Company runs along Commonwealth Avenue and East Street to Briggs, and under the latter to and beyond Third Street. From Briggs Street a branch line extends along James Street to Boas Street, serving the Northwest Office Building. Apparently the only portion of these lines that would be affected by Extension of the Capitol Grounds is the section in Briggs Street between Commonwealth Avenue and Capital Street where lowering in place would be necessary because of prospective cutting down of the ridge.

STEAM-HEAT PIPES

The main line of the Power Company's steam-heating pipes follows the same route as the power conduits, on East and Briggs Streets. Additional connecting lines run along North and Forster Streets between Commonwealth Avenue and Third Streets, and in Sixth Street from North Street to Forster and beyond. There is also a pipe from Briggs Street along James Street to the Northwest Office Building.

With elimination of service to the adjacent Extension Area blocks, pipes on North and Sixth Streets within the Area could be eliminated. Those in Briggs and Forster Streets would have to be replaced at greater depth within the territory affected by the grading of the ridge, as previously noted.

TELEPHONE CONDUITS

Briggs Street is the location of the only continuous underground telephone conduits in the Extension Area. They will have to be lowered in place, probably from Capital Street to Commonwealth Avenue, as a result of the prospective slicing off of the Sixth Street ridge, on which preliminary study indicates an eventual cut of some three feet at the intersection of Briggs and Sixth Streets. Lowering of the conduits and deepening of manholes can be done satisfactorily prior to general grading of the adjacent ridge area.

Due to the necessity of leaving various subsurface utilities within the bounds of present Briggs Street, it is important that the south line of the three potential future Building Sites B, C, and D, shown in Fig. 19 should not be permitted to encroach on the present north curb line of Briggs Street, in order to leave an adequate easement for access to pipes. Thus the available depth of building sites would become approximately 180 feet, rather than 200 feet, as noted in the quotation from the Consultants' report on page 31.

(4) DEVELOPMENT OF THE PARK BELT

Reference was made on page 32 to the "park belt" which the Consultants' plan, Fig. 19, shows as occupying the blocks that lie between North and Briggs Streets from the extension of Fisher Plaza to Third Street, and continuing northward along the latter at least as far as Forster Street. This belt would constitute a permanent park

setting on the north side of the Capitol, the North Office Building, and the Finance Building.

On page 30 brief note was made of a proposal that the half-block west of the Northwest Office Building be acquired by the State. Although such action would be desirable for several reasons, that tract is not considered an integral part of the Capitol Grounds Extension Area. Unless it is acquired, however, the preservation as an open space of Block 2, south of the Northwest Office Building would be advantageous, in order to provide an open foreground on at least one side of that building, and to help to tie it in with the whole Capitol Park Development. Inclusion of Block 1, which abuts on Third Street between Briggs and Forster, as part of the permanent park area, is a foregone conclusion, in order to provide adequate park frontage north of the Capitol. For these reasons Blocks 1 and 2 are both included in the recommendation for complete demolition in the First Phase, as noted on page 34. It is obviously desirable that these blocks as well as the entire strip between North and Briggs Streets should be freed of buildings and streets, and brought to finished grade shortly after acquisition, so that planting of trees, etc. may be done as soon as possible.

The Consultants' Report has recommended, (page 32) an informal type of development for the park belt, in contrast with the balanced symmetry of the present Capitol Group. There are several reasons for choice of this type of treatment. For one thing, informality would avoid any impression of competition or organic relationship with the Brunner Plan. Secondly, it would continue consistently along the north side of the present Capitol Group the informal type of landscape treatment which now prevails along the south and west sides.

Finally, existing variation of levels within the proposed park area would make difficult and expensive any efforts to formalize its treatment.

Two distinct units, separated by the broad pavement of Commonwealth Avenue, will occur in the permanent park area. One, which for purposes of description is designated as the East Park, will extend from Fisher Plaza to Commonwealth Avenue. The West Park will reach from Commonwealth Avenue to Third Street. Including the extra frontage along that street between Briggs and Forster, it will be twice as long as the East Park. The Capitol garage drive, unlike Commonwealth Avenue, will not form an appreciable break in the continuity of appearance of the West Park, and its presence can be minimized by the arrangement of plant materials.

The East Park will have a slightly concave cross-section for its long dimension, east to west, that is, from Commonwealth Avenue to Fisher

Plaza. Present elevations of its northwest and southwest corners are respectively 342 and 338, (see Fig. 3, page 8). Preliminary study indicates that neither of these figures is likely to be appreciably changed. Existing grades of the two eastern corners, at elevation 332, likewise are permanent. Halfway between these pairs of elevations, that is, on Cowden Street, the grade is lowest: 326 at Briggs Street, and 329.6 at North Street. A slight fill might be desirable in front of the Finance Building, and several feet of eventual fill in the low point at Briggs and Cowden Streets.

The West Park is quite different in topographic character, having a convex cross-section lengthwise. The present Sixth Street Ridge has its high point (within the Park area) at Briggs Street, elevation 352, and drops two feet to North Street. With an eventual three-foot cut likely at Sixth and Briggs Streets, and nearly ten feet at North Street, the future elevations would become respectively about 349 and 340. The necessary cut in front of the North Office Building will require grading of a gentle depression, draining eastward, its north side sloping up to a crest at the line of Briggs Street. At the western end of the Park there will be a fairly even rise eastward from Third Street to a saddle at the line of Capital Street, on which very little grading appears to be in prospect.

The complications involved in interrelating revised street profiles, park grading, present buildings, and potential building sites (not to speak of the general and detailed *design* of the park itself) will require careful study by an experienced and highly capable landscape architect, who should be brought into the picture in advance of any development of the park area. Grading and planting of both East and West Parks should be thoughtfully studied in relation to existing structures and prospective sites, as generally indicated by the Consultants' plan. At least preliminary grading studies should be made prior to demolition of buildings, so as to indicate possible places for depositing structural wastes, while avoiding any necessity of their rehandling incidental to final grading and planting.

(5) INTERIM USE OF THE BUILDING SITE AREA

The permanent Park Belt having been defined and discussed, consideration of the remainder of the Extension Area is called for. Included in the Building Site Area is the land between Fisher Plaza and the railroad, (see Fig. 19), and the strip now bounded by Forster and Briggs Streets, between Seventh and James Streets,—or under the conditions noted on page 37, only as far west as to include Capital Street. On pages 11 and 31 reasons were given for acquiring all this land simultaneously, for potential building sites, even though current conditions render injudicious any specific

prophecies as to future State building requirements.

Inasmuch as this tract, unlike the Park Belt, is not scheduled for permanent park use, it seems reasonable for the State to make as effective and profitable use of it as possible in the interim (which may be of long duration) between its purchase and its use for State building sites. This may involve direct utilization for State purposes, or rental of selected properties in continuance of present uses, or for some new purposes.

Interim use should be thought of as taking place in two distinct periods. Duration of the first would be from completion of the First Phase of street revisions (see page 34) to the beginning of the Second Phase. During this period Blocks 3 to 11 inclusive (see Fig. 14 or 15, back of page 18) would remain intact, *as blocks*. The second interim period would extend from completion of the proposed street and block pattern to such a time as all of the potential building sites have been built upon by the State. This period also may be of long duration for all or parts of the tract.

(a) FIRST INTERIM PERIOD

At this point it may be well to note the prospective structural status of *all twenty blocks* in the Extension Area, following initial demolition of undesirable buildings, and in the First Phase of Street Revisions. (See Fig. 14.)

<i>Block No.</i>	<i>Structures Remaining</i>
1	Oddfellows Building
2	None
3 & 4	Residences only (29), including 1 used partly for business.
5	West half of block: residences intact (14), including 1 used partly for business; east half: none
6, 7, 8, & 9	None
10	North half of block: all buildings; south half: filling station, garage court (23 units), and the unnamed building just west of the court.
11 to 20	None

There would thus be only one structure left in the Park Belt—the Oddfellows Building, which is now rented by the State, (see page 26), and which would remain until eliminated by the widening of Forster Street.

In the Building Site Area there would remain some structures that would be useful to the State, and others that might well be rented for the duration of the period.

The Commonwealth now leases a garage with 27,000 square feet of floor space at 38 North Cameron Street, for an annual rental of \$5,100. In the north half of Block 10 is a row of structures, at present used for various purposes: a motor freight terminal, storage warehouses, garage, etc., with space all on one floor totalling nearly 39,000 square feet. In addition there is a small detached garage and a loading platform. Use of these conveniently-located facilities by the State during the First Interim Period, in place of the present rented garage space would mean considerable economy. Shortage of private garages in this neighborhood would probably justify retaining and renting out the existing garage court on Briggs Street, which contains spaces for 23 cars. The cinder block building west of the garage court, now occupied by a WPA project, might either be rented or used for some State purpose. The filling station at Seventh and Briggs Streets could undoubtedly be leased to advantage, in view of the fact that during the First Interim Period Briggs Street would be replacing North Street as the marginal thoroughfare north of the Capitol grounds. Annual income to the State of \$1000 to \$1500 from such a lease is a reasonable possibility. Finally the 43 residences in Blocks 3, 4 and 5 which bring in total annual rentals of not quite \$40,000* should be retained and rented during this period because of the housing shortage in the City, and the financial assistance that they would furnish to the State in helping to pay carrying charges incident to the purchase of these properties. With the development of the Park Belt and other improvements in the vicinity, these houses would become more desirable than at present, and there should be no difficulty in maintaining practically 100 percent occupancy.

Additional land within the Building Site Area, now vacant, or to be cleared by demolition, would total nearly 220,000 square feet, of which something more than half would lie between Fisher Plaza and the railroad, in block 11, and something less than half in blocks 6, 7, 8, and 9, the east half of 5, and part of 10. Although some of this tract would have considerable slope, practically all of it could be used for parking of cars. Allowing 250 square feet per vehicle, about 875 cars could be accommodated. This figure is practically equal to the total number of parking spaces now available in the entire existing Capitol Park. Present streets and driveways in the latter, (Commonwealth Avenue, Fisher Plaza, North and South Drives, the roadway south of the South Office Building, and the Plaza in front of the Capitol) account for 476 spaces; the uncompleted People's Court east of the Capitol has spaces for 410 cars. Although it is probable that under no conditions would it be

desirable to eliminate *all* parking from these locations, availability of so much off-street parking space would permit a wide margin of choice in eliminating use of present paved areas, would relieve traffic congestion, and would improve the appearance of the Capitol Grounds where parking now protrudes too prominently into the picture. There seems to be no reason why a moderate rental should not be charged for parking space.

(b) SECOND INTERIM PERIOD

The Second Interim Period would follow final demolition of all buildings remaining within the Area, and completion of the street and block pattern as shown on Fig. 19, facing page 28. There would then be four vacant Building Sites namely: (A) the tract between Fisher Plaza (extended to Forster Street) and the railroad; (B) the tract between Fisher Plaza and Commonwealth Avenue (also extended to Forster Street); (C) the tract between Commonwealth Avenue and the Capitol Garage drive; (D) the tract between the latter and Capital or James Streets. Until such time as each of these tracts might be required as a building site, it should be used to as good advantage as possible for other purposes. Two potential uses appear most feasible: public recreation, and parking of cars.

Harrisburg is very badly in need of areas for active play, particularly in the west central part of the city.

"Within the older portion of the lower level of the city—from Front Street to the railroad, and from Division Street to Dock Street, a distance of nearly $3\frac{1}{2}$ miles—lives about 50 per cent of the population of Harrisburg, over 40,000 persons; yet within this area there are only 10 playgrounds for young children, and six of these are merely small school yards. . . ."

"There is no generally-available large playfield in all Harrisburg, with provision for all kinds of recreation for youths and adults. Within the part of the city referred to above there is one public recreation area large enough for playing baseball (at Seventh and Oxford Streets); and by sufferance of the State, one softball field, (between Fisher Plaza and the railroad)."

Naturally the State has no responsibility for making up deficiencies in Harrisburg's system of play areas, but it has a large stake in its Capital City, and should be concerned with the social and economic welfare thereof. With the lower section of the City so closely built up, the mere finding of a vacant area of a size adequate for a playground near the most densely-populated districts is

* Data from Harrisburg Real Property Survey, 1938-9.

* Planning for the Future of the Harrisburg Area, Municipal League of Harrisburg, 1940, page 69.

a problem. The City Department of Parks has already indicated unofficially its interest in the possibility of leasing a part of the Extension Area, if available, for active recreation. Such a lease could not be expected to be highly profitable financially to the Commonwealth, but that should not be the only consideration involved.

For such reasons the State and City governments should cooperate to the fullest extent in making available to the public one or more suitable recreational sites within the Extension Area. Of the four tracts, Site A, topographically at least, is most suitable. It is flat, and contains two acres or more—double the size of the vacant area directly south of it, at the northwest bridge abutment, now used extensively for softball league and informal games. A disadvantage of Site A is the fact that everyone using it would have to cross Seventh Street, which carries a heavy load of truck traffic. That fact as well as its general location seems to make this site best suited for use by older youths and adults. If the City should not see fit to make use of it as suggested, part or all of this site might be made available for parking.

The east half of Site B, the westerly three-quarters of Site C, and all of Site D will be sufficiently level for playground use. The first two will contain about one and one-half acres each; Site D, (including Capital Street) about two-thirds of an acre. All these sites would be handicapped by being across a heavy traffic street from the nearby residential population, but the fact that there would undoubtedly be a signal light at Forster and Commonwealth would make crossing reasonably safe. Certainly the hazard would not be equal to that now existing at intersections of Front Street with both Market and Walnut Streets, where thousands of youngsters cross every week during hot weather, frequently without any form of traffic control, to use the municipal island bathing beach.

All of the above-mentioned sites would be usable for parking (as an alternative to recreation). In addition to these, the western half of Site B, and the eastern quarter of Site C would not be too steep for such use. In short it appears that there will be much more area in the Building Sites than would be needed for parking, even if all present Capitol Grounds parking were eliminated, so that there will be an opportunity for the City, at least for a considerable period of time, to do something about the present serious shortage of play areas in this portion of the city. No appreciable capital investment need be put into development of facilities in order to make a tract usable for recreation.

Comment in the previous paragraphs as to flatness or steepness of grades is based on very preliminary grading studies, which in turn are controlled mainly by tentative revised street profiles of Forster, Briggs, and other adjacent streets, as previously noted.

Although grading can hardly be considered final on any of the buildings sites until it has been occupied by a structure, and regraded accordingly, some planting can and should be done in the interim to remove the curse of complete bareness. Street trees should be planted throughout the Area. A certain number of such fast-growing trees as the Chinese Elm might be spotted in places within blocks where they would not be in the way of interim use. Later, if these interfered with permanent development they would be removed without question. Where it might be desirable to screen parking areas, quick-growing, inexpensive shrubbery such as sumacs and privets could be used.

(6) PROVISION FOR IMPROVEMENT OF THE EXTENSION AREA

The simplest way to develop the Extension Area is through appropriation by the State Legislature. The simplest method, however, is not always easy to achieve, as is evident from the unfinished status of the plaza east of the Capitol.

If the Extension tract had been purchased by the State several years ago, great progress might have been made by now in its improvement through use of relief labor, for which at times the securing of worthwhile, practical projects has been something of a problem. For many aspects of the Extension improvement, relief labor would be satisfactory. Demolition of buildings, revision of streets, changing of utility lines, development of the Park Belt, and provision for interim utilization of the Building Sites for playgrounds and parking lots,—all these could use a high percentage of labor in relation to materials,—although in that respect some types of projects would have obvious advantages over others.

In view of the present worldwide unsettled status of affairs it is impossible to foresee what labor-supply conditions may be at such a time as the State may have purchased the Extension Area. Discussion of possible availability of relief labor therefore may seem academic inasmuch as acquisition of the Extension Area would take a considerable time, even if funds were now at hand. Such discussion in brief is worthwhile, however, provided the fact is recognized that relief labor is a means of effectuation which, because of its variable availability, should not be relied on for a particular period very far in advance.

It is to be hoped that the existence of relief labor will not be a chronic condition, but it might be occasionally recurrent. To give some indication of the number of relief workers that might be available for future work on the Extension Area it may be helpful to note relief figures for 1938, 1939, and

1940 to date. These years represent neither the depth of depression nor the peak of prosperity. Dauphin County is taken as a convenient unit for calculation, but it is estimated* that the number of county employables should be reduced by about one-fourth—principally because of transportation difficulties—in order to make it applicable to a project in the Harrisburg Area. Dauphin County figures (without the 25 per cent deduction) show that 1938 and 1939 averaged about 4000 relief cases, counting one or more available male employables, of which about 30 per cent were supported by the State, and 70 per cent by WPA. The high point of the period was reached in March, 1939, when the State's General Assistance load of male employables reached 1800, while WPA cared for 3200 males. 1940 represents a low point in the combined GA-WPA case load. During the first seven months male employables in Dauphin County averaged about 700 GA and 2400 WPA cases. During July WPA had increased to 2600 cases and GA had declined to about 300 cases.

If at such times as the Extension Area may be available for development, WPA or some similar Federal form of organized work relief should be in operation, the Commonwealth would be able to make extensive savings. According to current policy, WPA would credit the State with the amounts paid for acquisition of the Extension properties, as being equivalent to part of all of the State's necessary contribution as sponsor of a project. Thus for some aspects of the Capitol Grounds improvement, cost to the State would be little or nothing.

Without some such Federal relief program as that of WPA, or something similar set up on a state or county basis, the use of relief labor for Extension improvement would be of dubious advantage. The present State work relief program, supplementing WPA, and for which employment figures were noted in a preceding paragraph, is based on a fourteen-hour work week per individual, an arrangement which could hardly be used effectively for the Extension Area work.

Part way between 100 per cent payment by the State for a development program, noted briefly in the initial paragraph, and the opposite extreme, represented by WPA, where the Federal government would assume most of the financial load, is the type of Federal aid represented by Public Works Administration projects. Although no further funds are in prospect in connection with the recent PWA program, it can hardly be affirmed unqualifiedly that there will be no future instances in which the Federal government may give similar assistance for selected state and local public works projects.

Pennsylvania cannot at present plan action on development of the Extension Area, but that is no

* By the State Department of Public Assistance.

excuse for failure to *prepare* for action that may take place at a suitable time. Insofar as it may be possible to do so, commitment should be made to a plan of procedure, involving a series of projects representing the several stages of development, and put in readiness to proceed when opportunity knocks. The present Capitol Group exists only because advance planning anticipated future expansion that subsequently materialized.

(7) PROTECTIVE REGULATIONS AND COVENANTS FOR THE ENVIRONS OF CAPITOL PARK

Having made so large an investment in the existing Capitol Grounds and buildings, with the prospect of eventually adding thereto the Extension Area and its improvements, the State may well give some thought to the immediate environs of the present and future Capitol Park.

Currently there are no significant restrictions, aside from the city building code, on what may be done with privately-owned frontage across the streets from Capitol Park and the Extension Area. Harrisburg has no zoning ordinance, and so there are no limits on building heights or bulks, and only such regulations of use as might prevent an obvious nuisance or menace to health.

Arbitrary restrictions on use of private property are undesirable but experience has shown that certain democratically-imposed forms of regulation such as zoning, deed covenants, and building codes are legitimate checks on individual actions that might result in lasting detriment to the community, and in the long run, to every individual therein.

It seems desirable to consider what reasonable and generally acceptable means might be used to promote, over a period of time, such uses and types of structures on street frontage facing the Capitol Grounds as would be harmonious and consistent with the dignity of this governmental center of the Commonwealth. Before discussing such procedures, however, it may be worthwhile to note briefly what has already occurred along streets adjacent to the Capitol Grounds. Of the present marginal streets, Walnut, Third, and North, only the first two are regarded as permanent, and therefore need to be considered. In addition to these State Street, both east and west of Capitol Park, has an important relationship to the buildings of the Capitol group.

Capitol Hill was originally chosen and the four-acre site donated for its present purpose because of its dominating position in relation to the general level of what is now downtown Harrisburg. It was rightly felt that the Capitol Building, as the nucleus of the Capital City, should stand "head and shoulders" above its surroundings. West State Street

was planned to be the principal approach to the Capitol, and wisely was laid out 120 feet wide. That even this exceptional width, however, was inadequate without being supplemented by deeply-set-back building lines, or limitation of building heights, is obvious to anyone who views State Street from the west entrance to the Capitol, or who looks back toward the building from Second or Front Streets. As it is, the vista toward the Capitol is impaired by miscellaneous sizes of trees and of flanking buildings, (Fig. 23) and the length and breadth of the view are halved by the Civil War obelisk at Second Street, (Fig. 22). In the opposite direction the same construction of the vista is evident, and in addition the height of the two flanking corner buildings on Third Street belittles even more noticeably the breadth of State Street, (Fig. 24).

Sufficient foresight would have reserved at least the width of one block on either side of State Street from Third Street to the river for a Capitol park, with or without anticipating future need of buildings in addition to the Capitol. Even without acquisition by the Commonwealth of the blocks along State Street, action to limit heights of buildings fronting thereon to about half the width of the street could have been taken without cost not so many years ago, through a zoning ordinance.

In 1820, two years before completion of the Capitol which burned in 1897, there was a movement to purchase the tract of nearly vacant land between North and South Streets, from Third Street to Court (then Raspberry) Street. The price of \$25,000, however, was regarded as excessive, and so the matter was dropped.

The above statements are made, not as futile recriminations, but to emphasize the need of taking steps to prevent similar errors of commission and omission from being made in the future. The apparent unlikelihood of recurrence of boom times in building, and increasing realization that Harrisburg, like most other cities, is approaching a stabilized population, may tend to prevent erection of additional high buildings; yet, thinking in terms of generations, rather than the immediate future, many replacements of present structures will eventually be called for. Taking thought in advance may prevent duplication of past civic mistakes in relation to Capitol Park, and may even permit correction of some already made.

Comments about State Street will apply also to Third and Walnut Streets, and in the future, to Forster Street. None of these, however, has the type of axial relationship that State Street has to the west front of the Capitol, and, on the east side,



Fig. 21. Viewed from across the Susquehanna, the Capitol's appearance suffers from competition of neighboring structures.



Fig. 22. As viewed from Front Street, the Capitol is obscured by the Civil War obelisk.

to the whole Brunner group. Third Street has shown a particular tendency to attract the tallest buildings in Harrisburg. Obviously this is due to the fact that the presence of Capitol Park across the street is a guarantee of adequate light and air, as well as an attractive foreground for all time. In effect, excessively high buildings across from Capitol Park take unfair advantage of the latter in that they detract from the desirable dominance of the Capitol and its associated buildings, while profiting from the presence of the park in which those public buildings are set.

The following comment on the effect of high buildings is quoted from a report of the Urban Land Institute, an agency for research and consultation, created under the sponsorship of the National Association of Real Estate Boards:

*"High buildings are believed by many to be a cause of blight. They have a depressing effect on nearby property. Too intensive use of one plot of land necessarily reduces the utility of others. It is an anomaly to note that while a few years ago it was frequently said that high land values compelled the erection of high buildings we now have many high buildings adjoining or near vacant lots in business areas for which no stable use other than automobile parking can be found. Apparently too intensive use of land is not economic or necessary."**

* Decentralization—What Is It Doing to Our Cities? Urban Land Institute, Chicago, 1940, page 2. (The Institute is a research and action agency created under the sponsorship of the National Association of Real Estate Boards.)

In brief, the things to be sought are prevention of future erection of buildings so high as to detract from the appearance and dignity of the Capitol group; to prevent occurrence of structures of obviously unsuitable architecture, regardless of size,—such as, say, a "Brown Derby Restaurant," emulating the shape of its Hollywood namesake, or a use of the trans-street frontage for some clearly undesirable purpose, such as a junk-yard, a factory, or coal or building-material storage. Any of these things might occur under present conditions.

So much for the reasons why some regulation of adjacent privately-owned frontage on streets opposite to Capitol Park is important. What are the possible means by which reasonable control might be obtained? Four methods will be noted, no one of which would be entirely adequate by itself. Combination of two or more, however, could go far toward securing satisfactory protective results.

(a) ZONING

Zoning of the land adjacent to the Capitol Grounds, whereby certain standards for use and for building construction would be established, must wait upon action by the city government of Harrisburg, for legality requires that the whole city be zoned simultaneously. "Spot Zoning," covering only a portion, has generally been judged to be illegal. At the present time there is much sentiment, both official and citizen, in favor of bringing Harrisburg into line with the more than 1000 cities in this



Fig. 23. From Second and State Streets the vista of the Capitol is marred by ill-assorted trees and buildings.



Fig. 24. State and Third Streets as seen from the west entrance to the Capitol.

country which have found zoning, if wisely utilized, to be a boon to both individual and community interests.

A state enabling act for zoning such as Pennsylvania has passed, is a grant of the Commonwealth's police power to municipalities,

*"for regulation by districts of the height, area, and use of buildings, and the use of land. In the exercise of this grant the regulations must be reasonable and not arbitrary or discriminatory. They must have a substantial relation to the health, safety, morals, comfort, convenience, and welfare of the community." **

*"... when properly applied, zoning does not deprive an owner of reasonable use of his property, but merely provides against any use of it which would take an unfair advantage in depreciating the values of nearby properties. . . . Zoning is a form of publicly-applied insurance against cupidity and selfishness. Some degree of restriction of unbridled freedom of action in the use of a piece of property is surely a small premium to pay for such insurance." ***

* Zoning, by E. M. Bassett, Russell Sage Foundation, 1936, page 45.

** Planning for the Future of the Harrisburg Area, Municipal League of Harrisburg, 1940, page 63.

*"To declare that the social value of land should be recognized is not to indicate that it should be treated as communal property. This is a primitive conception, quite out of line with our national economy. Rather, it is to recognize that the community has the prior right in determining both for the present and the future, the proper use of land, whether its use is to be for purposes of housing, manufacturing, commercial or agricultural use, forestry or public parks. By this recognition the benefits to the individual are actually increased, because, by putting land to its best use, its value is protected and preserved."****

As applied to frontage across from Capitol Park, a zoning ordinance (1) could limit the maximum height of new structures, perhaps also requiring one or more successive setbacks above a certain height, so as not to deprive existing or potential adjacent structures of equal opportunities for light and air; (2) it could regulate uses of the land to those suitable to Business or Apartment Districts, excluding those permitted only in Heavy Commercial or Industrial Districts; (3) it could restrict the bulk of any structure erected, or the percentage of area covered thereby, to whatever would be allowed as reasonable in that particular type of

*** Housing in Scandinavia, by John Graham, Jr., University of North Carolina Press, 1940, page 6.

zoning district; (4) it could limit the intensity of land use (or the density of population) thus preventing aggravation of traffic, parking and other problems such as result from over-concentration of land use.

The one protective phase in which zoning is not at present to be relied on concerns the *appearance* of structures. Zoning has always tended to shy away from the esthetic aspects of land use, but recently, especially in California, *county* zoning has ventured to introduce the element of architectural control in connection with roadside structures. It is significant to note a judicial reaction to such a procedure, as exemplified by a 1938 decision in Monterey County, California:

*"I take it as settled that the police power cannot be exerted constitutionally for purely esthetic reasons. But what of the case where the esthetic affects property values and general economic welfare? . . . The expansion of the constitutionally recognized field of the zoning power in recent years leads me to believe that the higher courts may now be ready to recognize the validity of the next step in that field as represented by the ordinance here under attack, viz., the protection of natural scenic beauty along our highways by reasonable regulation of the character and appearance of the structures upon the borders of such highways, in recognition of the fact that they do react upon the value of the property along such highways and the general economic welfare."**

Architectural control in any form as applied to privately-built structures has not been recognized as a normal function of *municipal zoning*. There is a real question as to whether it should be, for the essence of zoning is and always has been uniformity of regulation within any one zoning district. Discrimination among functions or appearances of individual structures within the same district seems contrary to the spirit of zoning. Therefore, for the present at least, it appears wise to look to other means than zoning in order to assure the attractive and suitable appearance of structures that may hereafter be built opposite the Capitol Grounds.

(b) MUNICIPAL ORDINANCE

One of three apparent possible means of accomplishing the end referred to in the preceding paragraph is a municipal ordinance.

* American Society of Planning Officials News Letter, December, 1938.

It is to the interest of the City as well as of the State to do everything it can to promote favorable and harmonious development of the Capitol Park neighborhood. Besides being one of Harrisburg's greatest civic attractions, the Capitol Group is an important factor in creating and preserving real property values. Neither public nor private holdings, however, are proof against intrusions of ill-advised, unsuitable structures or land uses.

*"The jumble of indescribably bad architecture which the American cities represent is in itself a potent cause which drives many people from the cities. Few cities have exercised any architectural control which would tend to provide for even a minimum of harmony in the central business areas, and the same has been true of the older and close-in residential districts. All of these business areas and close-in districts, therefore, are nightmares of ugliness and drabness to one with any sense of form and beauty."**

The City has already given some degree of recognition to this potential danger by its passage of an ordinance relating to the Memorial Bridge. This ordinance (necessitated by a previous State Act,** requiring it incidentally to construction of the bridge) states:

*". . . That the property paralleling the Soldiers' and Sailors' Memorial Bridge, from the line of the Pennsylvania Railroad Company eastwardly, for one block north of said bridge and one block south thereof, shall not be hereafter put to any use which in the judgment of the State Art Commission shall damage or detract from said bridge; provided, however, that the present use of said property shall not be affected by this provision . . ."****

The fact that the ordinance specifies the State Art Commission rather than the State or City Health, Highway, or Safety Departments, or others which might be implied by such aspects of the police power as "health, safety, morals, comfort, convenience, and welfare," indicates that the primary aim was to protect the *appearance* of the bridge and its immediate environs from incursion of inappropriate uses. That the ordinance was not retroactive, and therefore could not eliminate existing discordant uses and structures does not invalidate the clear intent of the act.

* Decentralization—What Is It Doing to Our Cities? Urban Land Institute, Chicago, 1940, page 4.

** Pennsylvania Act No. 420, Section 13, July 18, 1919 (P. L. 1049).

*** Ordinance No. 127, Session of 1918-19, File Folio 280.

If the City felt justified in passing an ordinance to guide the development of environs of Memorial Bridge, there seems no valid reason why it should not take similar action in regard to Capitol Park, which is much more clearly integrated with the heart of the City than the bridge is. It seems reasonable therefore to propose that the City Council pass an ordinance requiring submission to and approval by the State Art Commission, of any projected use of, or structure proposed for erection on, ground having any frontage on Third or Walnut Streets across from the Capitol Grounds, or on State Street between Third and Front Streets. Subsequent inclusion of Forster Street would be necessary, following acquisition of the Extension Area. In order to put teeth into the ordinance, approval of the Art Commission might be required as a prerequisite for issuance of a building permit within the area in question.

Legality of the Memorial Bridge ordinance has not been tested. That it, or the suggested similar ordinance relating to the Capitol Grounds might well be upheld is indicated by the recent decision of Justice Hooley, of the New York Supreme Court in Nassau County, sustaining an ordinance of the town of Hempstead, Long Island which prohibited all types of vertical and projecting signs. The decision states:

"This court is not restricted to esthetic reasons in deciding to sustain the validity of the ordinance in question, but if it were so restricted, it would not hesitate to sustain the legislation upon that ground alone. . . .

"For years the courts have strained to sustain the validity of regulatory or prohibitory ordinances of this character upon the basis of the public safety. They decided that esthetic considerations could afford no basis for sustaining such legislation. Such considerations were deemed to render an ordinance of this character unconstitutional. But the views of the public change in the passing of years. What was deemed wrong in the past is looked upon very often today as eminently proper. What was looked upon as unreasonable in the past is very often considered perfectly reasonable today. Among the changes which have come in the viewpoint of the public is the idea that our cities and villages should be beautiful and that the creation of such beauty tends to the happiness, contentment, comfort, prosperity and general welfare of our citizens. The zoning regulations, which have been upheld by our courts, indicate the changes in the attitude of the public and

*the courts with respect to the right of a man to use his own property. He must now consider to some extent the interest of his neighbors and the interest of the community in general. The courts should not be so bound down with ancient precedent that they should close their eyes to every change."**

In 1934 San Diego, California passed an ordinance requiring approval by the City Planning Commission of plans filed with the Building Inspector, for erection along the principal street. At the requests of property owners themselves, the application of the ordinance has since been extended from the original district so as to include several other portions of the city.

Since 1930, private structures to be erected facing parks or public buildings in Washington, D. C. under the "Shipstead-Luce Act" have had to meet the approval of the National Commission of Fine Arts before building permits can be obtained.

By action of the property owners concerned, authority for architectural control of a half mile of frontage opposite one side of the California State Buildings was recently vested in the City Planning Commission of Sacramento. This agreement enters into the chain of title of each property.**

If the spirit of the Commonwealth were able to give voice to the intent of such an ordinance as is proposed, it might speak somewhat as follows:

"The Capitol Grounds are the focal point of Harrisburg and of the State government. We the people of Pennsylvania have invested between thirty-five and forty million dollars in this State civic center, and we want to make and to keep it a thing of which all Pennsylvanians may be proud. We feel that the properties surrounding Capitol Park have a very definite and important relation thereto. From it they derive the advantage of permanent, attractive open space as a foreground for which they pay nothing.

"In return for this amenity we ask you, the owners of these properties, to cooperate with us in assuring, to your individual and group advantage, that none of these bordering properties shall be used

* Preferred Tires, Inc., v. Village of Hempstead, 173 Misc. 1017, N. Y. (Quoted in the American City, July 1940, page 48.)

** The Next Step in Community Planning, by Albert S. Bard, 1938, pages 4-6, printed by the City Club of New York Committee on Constitutional Convention, and distributed by the National Roadside Council, New York City.

in such a way as to detract from any of the others, or from the Capitol Group which they face. To make certain of this we request you to submit any proposal for use of your property, including preliminary plans and elevation of structures, to be inspected by the State Art Commission, which over a period of years has amply demonstrated its value by the saving of large sums of public money, and by assuring a high quality of design and workmanship in all structures built with public funds throughout the Commonwealth.

"Because of the close relation of your property to the Capitol Grounds, the discriminating advice of this group of outstanding specialists is available to you without cost, and you have the knowledge that your property will be protected and enhanced by the availability to your neighbors of that same mature counsel."

(c) STATE LEGISLATIVE ACT

A State legislative Act would be similar to a municipal ordinance in character and effect. One advantage of such an Act as compared with an ordinance would be possibly greater ease of passage, because such a bill might be less likely than an ordinance to be affected by personal opposition from self-interested local parties. Also repeal of such a State law would be more difficult and more unlikely than in the case of an ordinance. On the other hand, *enforcement* of a State Act might be somewhat hard to achieve without cooperation by the municipality.

As a matter of fact, effectiveness of such an Act would depend on prevalence of public conviction that the idea embodied in the law is reasonable and necessary. More can be accomplished in improving architecture and public taste in general through education and contact with good examples than through imposition of restrictional laws. It is probably as difficult to promote good taste as it is to improve public morals, through legislation alone. This does not mean, however, that some degree of legislative control is not essential.

There seems to be no legal basis for feeling that the City has received any delegation of authority from the State that would deprive the latter of its right to pass legislation of the type called for in this instance.

(d) ASSOCIATION OF PROPERTY OWNERS

It has been previously noted that owners of properties across the street from Capitol Park and its Extension have a common concern in assuring

their mutual protection from occurrence of unsuitable uses of structures on any of the component privately-owned sites. The issues here involved are somewhat similar to those which prompted formation of the Fifth Avenue Association, and the more recent Sixth Avenue Association, in New York. Most cities, in fact, have a Downtown or Uptown, or Main Street Improvement Association. Few of these concern themselves with the matter of architectural control, but most of them might well do so.

At any rate it is suggested that owners of the Harrisburg properties in question form a voluntary organization under some such name as The Capitol Park Association, the purpose of which would be to promote the best possible development of street frontage across from the Capitol Grounds. Frontages which should be included would consist of the south side of Walnut Street, from the railroad to Third Street, the west side of Third from Walnut to Forster Street, and the north side of Forster from Third to the railroad. The outside corners of the area indicated should be included. State Street from Third to Front Street might also be added, if so desired by a majority of the property owners.

Unanimous participation in membership would be desirable, but initial acceptance by only a majority would make a significant start. The members might select a committee to confer with the State Art Commission which, for obvious reasons, should be recognized as the authority for approval of development plans.

Existence of this commission provides an exceptionally satisfactory answer to the question as to how to secure a disinterested group sufficiently qualified to weigh questions of architectural merit and appropriateness.

The four types of regulatory means heretofore noted are not incompatible. As a matter of fact, combination of all four would be the best possible insurance of effective neighborhood control in behalf of community and individual interests. Zoning would give general, basic protection by regulating the height, area, and use of buildings, and use of the land. A municipal ordinance, a state act, and an association of property owners could dovetail together, giving the necessary legal authority, and providing a democratic means for effectuating a mutual covenant. Any one of these mediums taken separately, would be useful; two, three, or four of them together would be proportionately more effective.

For the benefit of any person who might regard the placing of any such restraints on private development as being radical and unwise, it may be interesting to note that in such essentially conservative countries as England and Wales—

"... control of the external appearance of buildings has, for some years, been a part of planning practice . . . and with good results.

"It began in 1914 with the second planning scheme to be approved, namely, that for Ruislip-Northwood. That scheme empowered the local council to refuse to pass plans for new buildings if they considered that they would be seriously out of harmony with their surroundings.

"Further prominence was given to the subject by the Bath Act of 1925 which gave the Council of that beautiful old city similar powers with regard to both new buildings and alterations to existing ones in the built-up portions of the city.

"The powers were specifically conferred in relation to all future planning schemes by the Town and Country Planning Act, 1932, with the proviso that opportunity for appeal must be provided for.

"In order to assist local authorities in exercising this important but delicate function . . . advisory panels of architects in all parts of the country . . . give their services voluntarily and advise as to which plans should be rejected and as to desirable amendments in designs which are submitted."

It is vital to recognize that all the regulations or covenants heretofore advocated are based on recognized aspects of the police power, and are to be imposed democratically, for the benefit of the whole community, rather than by arbitrary will of any individual or group, to serve the interests of a favored few.

"In addition, many authorities, often with the help of the panels, have issued brochures in which are explained the elements of good design and the materials appropriate to the locality.

*"As may be imagined, results vary widely, but on the whole I think it can be said that when the powers are exercised with firmness mellowed by tact and discretion, they have proved most successful."**

In Stockholm and other Swedish cities, no building may be erected without approval of the building board, which must see to it that structures are suitable for their sites, and that they are reasonably satisfactory from the standpoint of taste and good architecture. Such a board comprises typically a lawyer, a physician, two architects, and a building contractor.**

* George L. Pepler, Ministry of Health, Town and Country Planning Division, England,—*Planners Journal*, Nov.-Dec., 1938, page 151.

** Regional Survey of New York and Its Environs, Vol. VI, page 169.

IX. CONCLUSION

It will be said by many persons who read this report (and also by many who don't) that this is no time for the Commonwealth to consider acquisition of the Extension Area. As a matter of fact it is unlikely that any particular time will ever appear entirely propitious for expenditure of such a sum as is involved. It is conceivable that delay might permit purchase sometime at an even more depressed figure than at present, but it seems doubtful wisdom for the State to procrastinate merely in the hope of further degeneration of Capitol Park's environs. On the other hand it is not unlikely that delay may see one or more expensive structures erected on some of the more favorably-located sites, thus seriously increasing the financial problem of purchase by the State. Assuming therefore, that acquisition of the Extension Area is a highly desirable eventuality, if not indeed an actual necessity, it would seem wise and economical for the State to make provision for its purchase at the earliest possible moment.

Some might question the advisability of undertaking the Extension project until all details of the Brunner Plan have been completed. The People's Court development, however, cannot be carried out until the five Temporary Buildings have been dispensed with. Demolition of the latter is not likely to occur unless there can be a more radical cut in requirements for State office space than now appears likely, or until additional office space can be provided on State-owned land. The latter alternative emphasizes the prior need of the Extension Area. Location of the Northwest Office Building outside of that Area because the State owned no available site therein at the time that its construction was urgent (in order to take advantage of PWA funds) should emphasize the advan-

tage to the Commonwealth of having suitable building sites available, under State control, *in the right place*.

With all needed property in State ownership, eventual completion of the Brunner Plan would be reasonably assured. Until the Extension Area has been procured, however, there is always the possibility that interim private development therein may jeopardize its acquisition. For this reason, immediate purchase of the Extension tract by the State is urgently recommended. For the same reason this recommendation also includes the obtaining of additional land needed at the eastern end of Memorial Bridge, as a related project, but not as part of the Extension proposal.

In conclusion it seems worthwhile to express a hope that the people of Pennsylvania will feel an increasing pride in Harrisburg as their Capital City, and that all possible steps will be taken by local and State authorities to justify such pride. There is no reason why Harrisburg should not become the sort of civic symbol for Pennsylvania that the City of Washington represents for the Nation. As the State Capital, it is appropriate for Harrisburg to serve as a demonstration of civic efficiency and beauty to the rest of the State. Achievement of that aim will require maximum cooperation between State and municipal officials, and above all, a determination on the part of citizens of the Harrisburg Area and of the entire Commonwealth that their Capital City shall become second to none in the Nation in the amenities that it offers, with particular emphasis on the governmental nucleus represented by the State buildings, in a dignified, well-planned relationship.

